



U.S. Department of Transportation
Urban Mass Transportation Administration

FILE COPY



Overtown Station Area Redevelopment
Final Environmental Impact Statement

FILE COPY

March 1982



DEPARTMENT OF TRANSPORTATION
URBAN MASS TRANSPORTATION ADMINISTRATION
WASHINGTON, D.C. 20590

FILE COPY

FINAL ENVIRONMENTAL IMPACT STATEMENT

OVERTOWN STATION AREA REDEVELOPMENT
MIAMI, FLORIDA

July 26, 1982
Date

Robert H. McManus
Robert H. McManus
Associate Administrator
for Transit Assistance

FILE COPY

U.S. DEPARTMENT OF TRANSPORTATION
URBAN MASS TRANSPORTATION ADMINISTRATION

Pursuant to Section 102(2)(c) of the National Environmental Policy Act of 1969 (42 USC 4321), Sections 3(d) and 14 of the Urban Mass Transportation Act of 1964 as amended (49 USC 1601), and Section 205 of the Uniform Relocation Assistance Act of 1970 (42 USC 4601).

RESPONSIBLE AGENCIES:

Lead Agency: Urban Mass Transportation Administration

Cooperating Agency: Metro Dade County Office of
Transportation Administration

TITLE OF PROPOSED ACTION: Overtown Station Area Redevelopment
Miami, Florida

ABSTRACT:

This Final Environmental Impact Statement documents the environmental impacts associated with the development alternatives for a four block area immediately adjacent to the western limits of the Overtown rapid transit station. Responses to substantive comments received on the Draft EIS are also included in this Final EIS. Overtown Station will be constructed as part of the 20.5 mile rapid transit system which is currently under construction. The study area is situated in a strategic location of Dade County near several major activity centers including the Downtown Government Center, the Miami Central Business District, the Civic Center, Little Havana and the Omni. Federal assistance funds from the Urban Mass Transportation Administration have been requested to acquire land in the four blocks, relocate residents and businesses and clear the area in preparation for private development. Redevelopment, which would be undertaken primarily with private sector funds, would include a mixture of high density residential, commercial and office space and would stimulate employment opportunities in this currently declining community. The following provisions have been incorporated into the redevelopment proposal. The Overtown Advisory Board would review and monitor the local government's execution of the redevelopment process. Displaced residents and businesses would be relocated within or near the Overtown community. If redevelopment occurs, they would be provided the opportunity to locate back into the four block area. Additionally, goals have been identified to maximize minority participation in investment opportunities and resultant job openings.

FOR FURTHER INFORMATION, PLEASE CONTACT:

Abbe Marner
Environmental Protection Specialist
Office of Program Analysis
Urban Mass Transportation Administration
Washington, D.C. 20590
202-472-7100

This Final EIS was made available on MAR 19 1982

SUMMARY

MAJOR CONCLUSIONS

The area of the Overtown community which is immediately adjacent to the western boundary of the Overtown rapid transit (Metrorail) station has experienced severe blight and environmental decay, as a result of declining socio-economic conditions, structural deficiencies in buildings and substantially reduced economic base. In view of the strategic location of this community to the Government Center complex, Downtown Miami, Park West, and other major activity centers, the area requires an infusion of capital for its revitalization in order to become self sustaining and more compatible with its environs.

Three alternatives have been considered for the area: 1) the no action alternative; 2) sole reliance upon private investments; and 3) the use of public funds to acquire properties within the subject area for redevelopment by private interests in accordance with the redevelopment strategy set forth in the adopted Overtown Redevelopment Plan.

DESCRIPTION OF ALTERNATIVES

I. NO ACTION ALTERNATIVE

A. Description: Neither the City of Miami nor Dade County would take specific actions to support redevelopment of the project area. Typical city and county services to residents, businesses and properties would be provided; but special actions to reverse physical decay and social problems would not be taken.

B. Estimated Cost: No federal funds from UMTA would be utilized.

C. Summary of Effects:

Long Term Adverse Effects

1. Long term land values would decrease.
2. The tax base would decrease, resulting in a significant decline in public revenue benefits.
3. Stimuli to redevelopment and reinvestment in the study area would be deterred.
4. Opportunities for minority business development and minority investment would not be maximized.
5. Potential rapid transit patronage would not be realized.
6. The job market within the community would not improve.

7. The full development potential for the community would not be realized.
8. Residents will not have the benefit of public relocation assistance if they are displaced by private investors.

Long Term Beneficial Effects

As long as existing conditions prevail, there is a source of low cost housing.

Short Term Adverse Effects

The primary short term adverse effect would be the perpetuation of blighted, declining physical and socio-economic conditions of the community.

Short Term Beneficial Effects

Large scale displacements would not be initiated, however, continuing downward trends would induce continued abandonment of buildings.

II. ALL PRIVATE INVESTMENT ALTERNATIVE

- A. Description: Local government would seek to stimulate investment and redevelopment of the project area through zoning changes, economic development promotion and packaging and the provision of support utilities and transportation facilities. No direct expenditure of public funds for land or building development would occur.
- B. Estimated Cost: No federal funds from UMTA would be utilized.
- C. Summary of Effects:

Long Term Adverse Effects

1. Minority business redevelopment opportunities would not be encouraged under private market forces.
2. There would be no guarantee for minority investment opportunities.
3. Market forces would probably not generate construction of low/moderate cost housing in the community.
4. Preservation of the cultural aspects of the community may not be an objective of a private investment scheme.

5. Residential and commercial displacees, as a result of private redevelopment, would not have the benefit of relocation assistance.
6. Community involvement in the redevelopment process would be minimized or eliminated.

Long Term Beneficial Effects

1. The socio-economic and physical conditions in the community would be significantly enhanced.
2. The land use compatibility with surrounding activity centers would be heightened.
3. Transit patronage as well as system safety and security would be increased.

Short Term Adverse Effects

1. The redevelopment of the area would not occur in the short term, based upon existing private market forces, resulting in continued blighted conditions in the area.

Short Term Beneficial Effects

1. Existing residents and businesses would not be displaced in the short term.
2. There would be a reduction in public sector investment of funds to initiate redevelopment

III. PUBLIC/PRIVATE INVESTMENT ALTERNATIVE (Preferred Alternative)

- A. Description: In undertaking a joint development strategy, public funds would be used to acquire this four block area for the eventual high density development. Anticipated densities include 520-670 new housing units, 200,000 square feet of office space, 60,000 square feet of retail space and a 150-room hotel. The sale of parcels within the subject area would be used to fund a pedestrian plaza, street beautification and open space/recreation improvements underneath the rapid transit guideway.

Because public funds would be used for the acquisition of properties, private developers would be subject to the governmental stipulations and quality controls which would ensure that development occurs in a timely, orderly fashion and that equal employment and investment opportunities are made available to the community.

- B. Estimated Cost: Federal funds from UMTA would be utilized for land acquisition, relocation and demolition which have been estimated at \$6 to \$7 million. The total public sector investment includes \$2 million of Community Development funds committed by the City of Miami and a potential \$3 million federal grant under the Urban Development Action Grant program. This public sector investment is expected to stimulate investment up to \$50 million from the private sector.
- C. Summary of Effects:

Long Term Adverse Effects

This alternative would result in the large scale displacement of 328 dwelling units and 14 businesses which house 503 individuals and employ 30 persons, respectively. However, current residents and businesses would be given priority for relocating back into the community. Moreover, publically assisted housing would be constructed as part of the redevelopment plan to facilitate this opportunity.

Long Term Beneficial Effects

1. The socio-economic and physical conditions of the community would be significantly enhanced.
2. The compatibility of the community with surrounding activity centers would be heightened.
3. Transit system patronage as well as system safety and security would be increased.
4. Existing residents, businesses and property owners will be given the opportunity to participate in shaping the development plans of the community.
5. Current property owners and businesses would be given priority for locating back into the community as well as financially participating in the redevelopment of the area.

Short Term Adverse Effects

1. Construction impacts and temporary circulation congestion would occur.

Short Term Beneficial Effects

1. Existing residents and businesses would be provided with relocation benefits including expenses.
2. Construction activities will create additional job opportunities for local residents.

AREAS OF CONTROVERSY

Substantive comments raised during the circulation of the Draft Environmental Impact Statement focused primarily on the areas of adequate supply of affordable relocation resources; the need to integrate the new development in the Overtown community in terms of job and development opportunities; the potential for current property owners to participate in redevelopment; sufficiency of \$6.9 million to implement the redevelopment scheme; and the justification for public sector assistance for redeveloping the four block area.

ISSUES TO BE RESOLVED

The primary issue to be resolved is whether or not federal funds from the Urban Mass Transportation Administration will be used for the Overtown Station area redevelopment. The Urban Mass Transportation Administration will consider the significant impacts of the alternatives which are documented in this Environmental Impact Statement prior to making a decision.

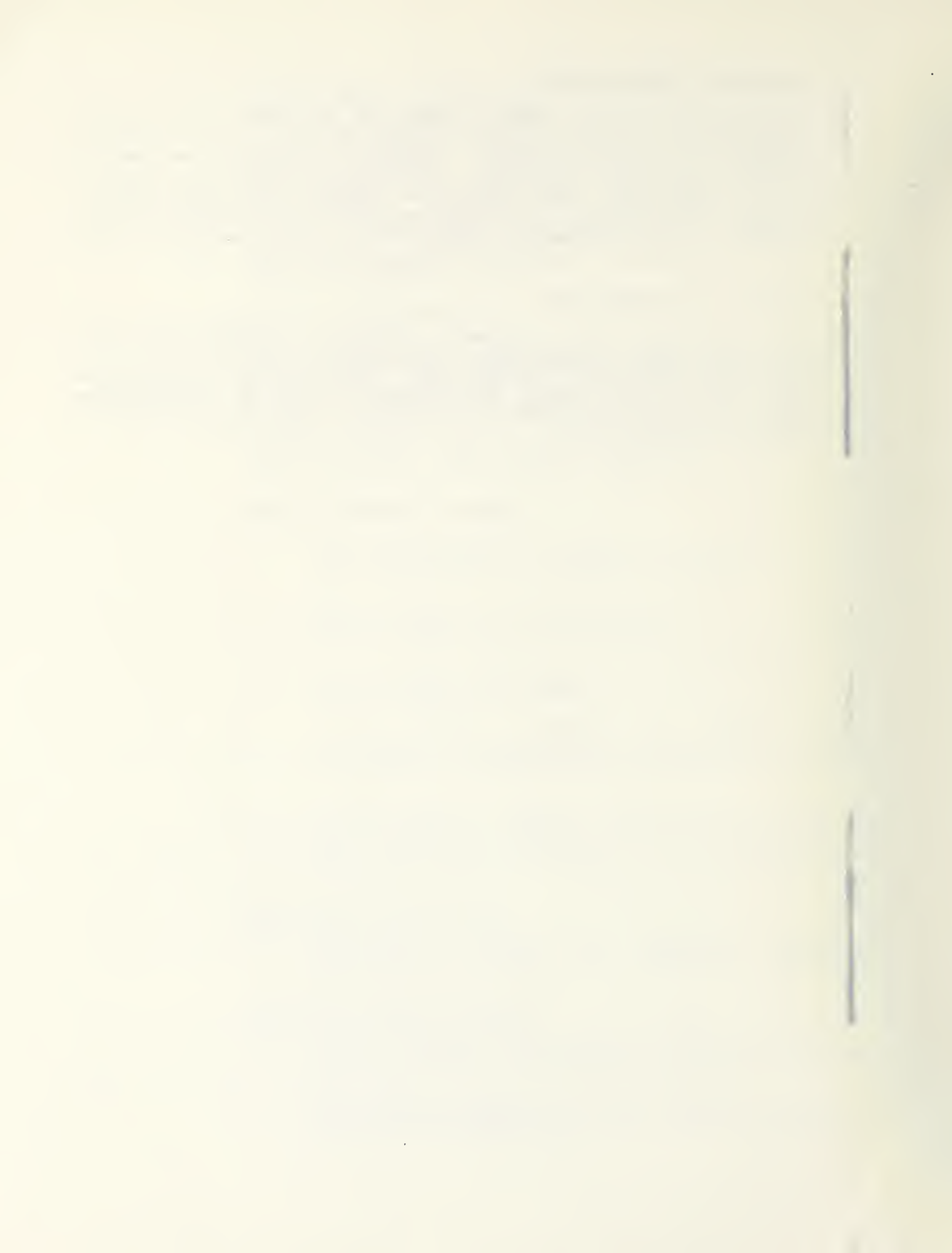


TABLE OF CONTENTS

1.0	<u>NEED FOR AND PURPOSE OF ACTION</u>	1-1
2.0	<u>ALTERNATIVES INCLUDING THE PREFERRED ACTION</u>	2-1
2.1	Description of Alternatives	2-1
2.1.1	Null (No Action) Alternative	2-1
2.1.2	All Private Investment Alternative	2-1
2.1.3	Public/Private Investment Alternative	2-2
2.2	Evaluation of Alternatives	2-3
A.	No Action Alternative	2-3
B.	All Private Investment Alternative	2-5
C.	Public/Private Investment Alternative	2-7
2.3	Selection of Preferred Alternative	2-8
3.0	<u>AFFECTED ENVIRONMENT</u>	3-1
3.1	Land Use and Urban Development	3-1
3.1.1	Land Use and Zoning	3-1
A.	Land Use Patterns	3-1
B.	Zoning Patterns	3-1
3.1.2	Land Use Plans and Policies	3-1
3.1.3	Anticipated Growth and Development	3-6
3.2	Socio-Economic Characteristics	3-11
3.2.1	Population	3-11
3.2.2	Employment and Income	3-11
3.2.3	Social Services	3-11
3.2.4	Availability of Housing	3-12
3.3	Natural Environment	3-12
3.3.1	Geology, Groundwater, Soils	3-12
3.3.2	Air Quality	3-13
3.3.3	Noise	3-13
3.3.4	Surface Water/Flood Plains	3-13
3.4	Cultural Resources	3-16
4.0	<u>ENVIRONMENTAL CONSEQUENCES</u>	4-1
4.1	Land Use and Urban Development	4-1

4.1.1	Conformance With Existing Land Use and Development Plans	4-1
	A. No Action Alternative	4-1
	B. All Private Investment Alternative	4-1
	C. Public/Private Investment Alternative	4-1
4.1.2	Development Potential	4-1
	A. No Action Alternative	4-1
	B. All Private Investment Alternative	4-2
	C. Public/Private Investment Alternative	4-2
4.1.3	Environmental Design	4-3
4.2	Social Impacts	4-7
4.2.1	Displacement	4-7
	A. No Action Alternative	4-7
	B. All Private Investment Alternative	4-7
	C. Public/Private Investment Alternative	4-8
4.2.2	Relocation Plan for Preferred Alternative	4-8
4.2.3	Accessibility to Jobs and Services	4-21
4.3	Economic and Fiscal Impacts	4-23
4.3.1	Employment Opportunities	4-23
	A. No Action Alternative	4-23
	B. All Private Investment Alternative	4-23
	C. Public/Private Investment Alternative	4-23
4.3.2	Public Revenue Benefits	4-23
	A. No Action Alternative	4-23
	B. All Private Investment Alternative	4-25
	C. Public/Private Investment Alternative	4-25
4.3.3	Minority Enterprise and Redevelopment Opportunities	4-25
	A. No Action Alternative	4-25
	B. All Private Investment Alternative	4-27
	C. Public/Private Investment Alternative	4-27
4.3.4	Minority Business Enterprise Efforts	4-29
4.4	Oversight Mechanism	4-32
4.5	Natural Environmental Impacts	4-33
4.5.1	Energy Impacts	4-33
	A. No Action Alternative	4-33
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-34

4.5.2	Air Quality Impacts	4-34
	A. No Action Alternative	4-34
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-34
4.5.3	Noise Impacts	4-35
	A. No Action Alternative	4-35
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-35
4.5.4	Water Quality and Supply Impacts	4-35
	A. No Action Alternative	4-35
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-35
4.5.5	Impact Upon Flood Plains	4-35
	A. No Action Alternative	4-36
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-36
4.6	Short-Term Construction Impacts	4-36
	A. No Action Alternative	4-36
	B. All Private Investment Alternative	4-36
	C. Public/Private Investment Alternative	4-37
4.7	Unavoidable Adverse Impacts	4-37
	A. No Action Alternative	4-37
	B. All Private Investment Alternative	4-38
	C. Public/Private Investment Alternative	4-38
4.8	Irreversible and Irretrievable Commitment of Resources	4-39
	A. No Action Alternative	4-39
	B. All Private Investment Alternative and Public/Private Investment Alternative	4-39
4.9	Short Term Uses of the Environment Versus Long Term Productivity	4-39
	A. No Action Alternative	4-39
	B. All Private Investment Alternative	4-40
	C. Public/Private Investment Alternative	4-40
5.0	<u>COMMENTS AND RESPONSES ON THE DRAFTS EIS</u>	5-1
	<u>LIST OF RECIPIENTS OF DRAFT ENVIRONMENTAL IMPACT STATEMENT</u>	A-1
	<u>LIST OF PREPARERS</u>	B-1
	<u>INDEX</u>	C-1

LIST OF TABLES

<u>TABLE NUMBER</u>	<u>TITLE</u>	<u>PAGE NO.</u>
2.1	Summary Evaluation of Impacts	2-10
3.1	Downtown Government Center Development	3-10
3.2	Estimated CBD Land Use	3-11
4.1	Relocation Survey Data	4-9.
4.2	Characteristics and Needs of Displacees	4-10
4.3	Relocation Needs for Those Wishing to Remain in or Near Overtown	4-10
4.4	Businesses in the Study Area	4-12
4.5	Estimated Relocation Costs	4-13
4.6	Programmed Housing Resources in Overtown	4-14
4.7	Additional Public Housing Resources Countywide	4-16
4.8	Potential Sources of Public Housing Units	4-17
4.9	Current and Projected Economic Activity	4-24
4.10	Permanent and Temporary Job Opportunities	4-24
4.11	Projected Public Revenue Increases	4-26

LIST OF FIGURES

<u>FIGURE NUMBER</u>	<u>TITLE</u>	<u>PAGE NO.</u>
1.1	Regional Location Map	1-2
3.1	Project Area	3-2
3.2	Existing Land Use	3-3
3.3	Structural Conditions	3-4
3.4	Existing Zoning	3-5
3.5	Proposed Land Use	3-7
3.6	Proposed Zoning	3-8
3.7	Downtown Noise Monitoring Sites for the DPM	3-14
3.8	Surface Water Hydrology	3-15
4.1	Illustrative Development Plan	4-4
4.2	Urban Design	4-6
4.3	Programmed Housing Resources Map	4-15
4.4	Letter from City of Miami	4-19
4.5	Letter from Dade County HUD	4-20

CHAPTER 1.0 NEED FOR AND PURPOSE OF ACTION

INTRODUCTION

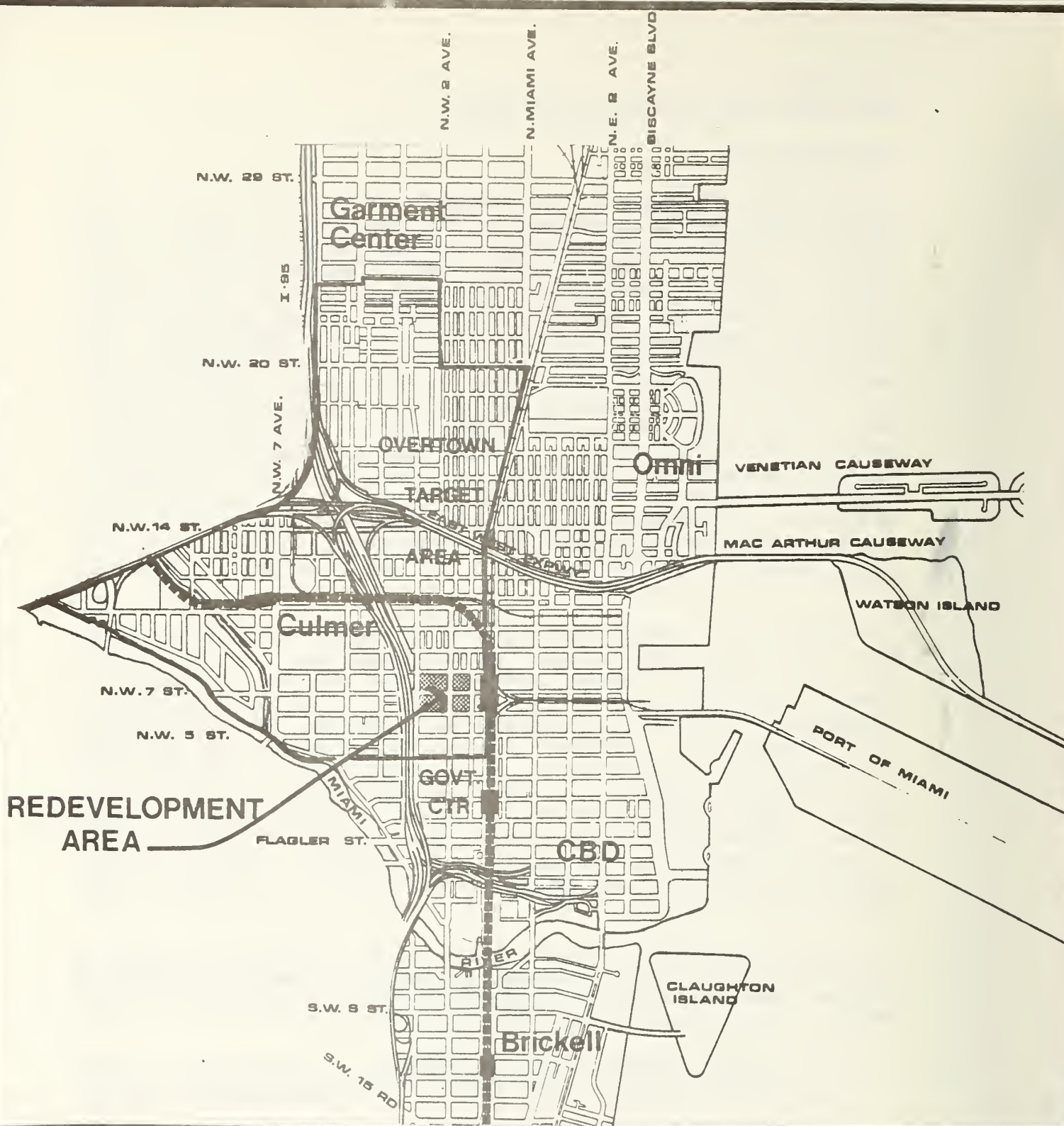
In discussing the need for redevelopment in the Overtown area, it is necessary to examine the location of the project area. Figure 1.1 provides a regional overview. Major activity centers surrounding the community include: the Downtown Miami Central Business District (CBD), the Government Center, Omni-Midtown complex, Civic Center, Garment Center and the Port of Miami. These represent major employment opportunities, public service and commercial/retail and economic focal points of Dade County. The Overtown Metrorail station, immediately east of the project area, offers excellent accessibility into and out of the study area as well as these regional hubs of activity. The Overtown community is strategically located among these activity centers and could function as a vital "gateway"; existing conditions, however, prevent this from occurring. The study area is comprised of numerous substandard structures, a high rate of abandonment of residential and commercial buildings, excessive vacant land, below average socio-economic profile of the residents and high crime rate. These conditions impede any effort, short of a concerted development scheme, to improve the area.

The study area is also located within the Overtown Community Development target area which has been officially designated to receive federal funds to upgrade existing conditions. As part of the efforts to enhance the target area, an Overtown Ad Hoc Planning Committee was established in 1979. This organization, consisting of representatives from the community, businesses and government officials has developed a philosophy to shape and plan for the betterment of the community. This philosophy, known as the Overtown Redevelopment Plan, has received strong endorsements from community residents as well as being formally adopted by the City of Miami Commission on October 31, 1979. A Technical Report supporting this EIS documents existing declining conditions in the area and summarizes the goals of the Overtown Redevelopment Plan.*

To summarize its intent, the plan calls for the orderly development of the target area in order to recreate a sense of community, pride and progress while enhancing compatibility with the surrounding activity centers. The primary tenets of the plan are:

1. Existing residents must be afforded the opportunity to reside in the community and share in the redevelopment process.
2. The programs aim at not only physical changes, but also improved job opportunities, income levels and business development.

* See Section 1 of the Technical Report, "Summary of the City of Miami Overtown Redevelopment Plan."

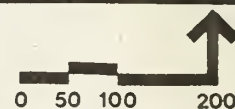


LOCATION

Figure 1.1

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI



3. Black businesses and community development institutions should be full participants in the process.
4. The need for substantial government investment is recognized and welcomed to serve as a catalyst for improvements.

In summary, the key strategy of the plan is to create a climate for re-investment. Additionally, the plan is aimed at strengthening black cultural identity in Overtown.

CHAPTER 2.0 ALTERNATIVES INCLUDING THE PREFERRED ACTION

2.1 DESCRIPTION OF ALTERNATIVES

There are three basic alternatives regarding actions that can be taken in Overtown: The No Action Alternative, the All Private Investment Alternative and the Public/Private Investment Alternative.

2.1.1 NO ACTION ALTERNATIVE

The City of Miami and Dade County would take no specific actions to support redevelopment of the Overtown Station study area. Normal city and county services to residents, businesses and properties would be provided, but special actions to reverse physical decay and social problems would not be taken.

Changes in zoning for the area would be made as part of the citywide zoning changes initiated by the Miami Comprehensive Neighborhood Plan. No additional actions to stimulate development would be taken. Periodic inspections of buildings and properties for health and building code compliance would continue to be made, which would have a limited impact on changes in land use, occupancy and physical conditions in the area.

2.1.2 ALL PRIVATE INVESTMENT ALTERNATIVE

Under this policy option, local government would seek to stimulate private investment and redevelopment of the Overtown area through zoning changes, economic development promotion and packaging and provision of support utilities and transportation facilities. No direct expenditure of public funds for land or building development would occur.

This policy option will require that all land assemblage, site preparation, relocation, financial packaging and development design and programming be done, if done at all, by the private sector. The willingness to package development sites or relocate present residents and development design/use decisions would be at the discretion of private land owners. The nature and extent of public amenities including streetscape design and relationship to development, plazas, fountains, etc. would be primarily controlled by the private sector with minimum standards set by public zoning controls.

Zoning controls provide a mechanism for shaping the private development process. These controls typically set forth design guidelines and regulate and establish standards for the following: land use categories; densities; setbacks for commercial and residential development; public recreational and open space, building heights; retail frontage and exposure along pedestrian-oriented streets; general circulation patterns (including mid-block pedestrian linkages and connections within and between private projects and public spaces); and landscaping. However, zoning controls can only promote optimum land use mixes such as vertical integration of office and residential uses, but they cannot necessarily guarantee optimum mixes.

The net effect upon the Overtown study area, as a result of these zoning controls, is the promotion of intense development, particularly as a mixed use activity center, in order to foster activity patterns and linkages with the remainder of the Overtown community, the rapid transit station and the Government Center. The limitation of this form of public control is that private sector development can seek a variance from zoning designations and pursue other legal means to dilute the effectiveness of these controls. As a result, ultimate building intensities and densities may likely be less than dictated by zoning.

2.1.3 PUBLIC/PRIVATE INVESTMENT ALTERNATIVE (PREFERRED ALTERNATIVE)

Local government would, in partnership, with the private sector, participate in land assemblage, resident and business relocation, housing construction and commercial development as proposed in this document and in accordance with the Overtown Redevelopment Plan.

All development in the study area would be controlled by the redevelopment plan, including the specific land uses, activity mix, vertical and horizontal use relationships, intensities, housing types, commercial types, amenity packages, parking distribution and type, access orientation and building mass and scale relationships. Creation and administration of development policies would be a joint effort by local residents, government, and private sector investors and developers. Financing and marketing of development would likewise be a joint venture between the public and private sector. The ultimate development in the study area would realize the optimal parameters of zoning. In essence, the plan is aimed at total redevelopment of the four blocks through public acquisition, clearance, and relocation of residents and businesses with subsequent packaging and disposition of lands for private development.

Development will consist of a mixed-use high density activity center providing office space for Downtown and Government Center related businesses, growth, housing for present Overtown residents as well as market-rate condominiums for new residents seeking in-town housing, and retail space to service resident and employee populations. A hotel is also proposed to meet growing Government Center support-service demands. Central to the redevelopment plan is the objective of using the market stimulus offered by the transit station accessibility and Government Center activity, to promote redevelopment of an economically and environmentally distressed area, while, at the same time linking and reinforcing the historic aspects of the Overtown community rather than displacing them. By reversing the decline of the area, it becomes possible to promote rehabilitation, business development and infill housing construction in the larger Overtown community which has seen virtually no private investment in 30 years.

Timing is critical to the success of the redevelopment scheme. This plan is timed to coincide with the 1984 opening of the Overtown Station as it will act as an incentive to foster new growth and improvement. Experience in other American cities has clearly shown that a transit

station burdened by a regional awareness of social and environmental problems creates a negative image. Ultimate disposition of the publicly acquired four blocks to private developers will return funds that will pay for a pedestrian plaza, street beautification, and open space/recreation improvements beneath the Metrorail guideway.

The zoning plan provides a legal policy foundation for the implementation of the redevelopment plan discussed above. The zoning category incorporated within the plan is CR-3 which permits medium density residential uses and allows for neighborhood services and commercial operations. As in the all private investment alternative, the zoning plan will permit, under the public/private investment alternative, the private redevelopment of mixed use projects in order to provide office space, housing and retail services in a manner which is functionally compatible with programmed transit improvements.

2.2 EVALUATION OF ALTERNATIVES

A. No Action Alternative

Several beneficial and adverse effects of the no action alternative can be anticipated given existing trends and conditions.

Beneficial Effects

Whenever it is announced that government seeks to redevelop and substantially up-grade an area, there is often speculation from the private sector that increased prices for property can be obtained from negotiated or condemnation sales to the redevelopment agency. This speculation can artificially inflate both taxes and rents for other property owners and tenants in the area. By taking no action, speculative pressure for rent increases and higher assessments is removed and economic displacement of tenants and businesses can be forestalled.

A second benefit of no action would be the removal of immediate threat of forced relocation of residents and businesses. Even though relocation may provide affordable rents in nearby locations, many people do not want to move at all and would likely have to pay more than they do now. Rents in Overtown average \$100 to \$125 per month for a one-bedroom apartment and it is likely that any resident who accepts a cash settlement (rather than public housing) for relocation would find it difficult to obtain housing at that low rate.

A no action policy would also benefit minority property owners. They would be allowed to hold on to their land and speculate on long term gains that would come with eventual redevelopment of the area.

A benefit to local government of no action would be the ability to re-program the two million dollars in local funds (Community Development Block Grant and Housing Bond Funds) to other areas of the city, and otherwise reduce total expenditures.

Adverse Effects

No action will likely perpetuate the history of depressed property values (both land and improvements) and will cause a loss of tax revenues for local government. Assessed values of land in the Overtown study area have increased by 27% during the past ten years. This compares to a citywide increase in land values by 56% during the past year and a citywide increase in residential rents by 100% since 1970. The past trend of declining values of improvements in the project area will continue which will mean, over the next ten years, a loss of \$1,500,000 in tax base.

A second adverse effect is that further abandonment of residential and commercial properties will likely force displacement of residents without any relocation benefits. Of the 493 housing units in the study area in 1975, 118 housing units have been abandoned. Although the area's worst housing units have been eliminated, this rate of decline will slow in future years, but there are still 338 units in substandard condition today. At a reduced rate of abandonment, in the next five years, it can be projected that approximately 100 units will be closed or demolished. This would likely displace 155 residents at an average occupancy of 1.55 persons per unit according to a Dade County Department of Housing and Urban Development relocation survey conducted for this redevelopment study.

The no action alternative will severely impact businesses in Overtown. Significant loss of business and services within the Overtown neighborhood has occurred in the past five years and will likely continue, leaving Overtown virtually without services and convenience retail and fewer jobs. Of the twenty five commercial establishments existing in the study area in 1972, only seven remain, which constitutes a 70% loss in eight years. At this rate, it can be projected that only two will be left in 1990. This represents the loss of an additional ten jobs in the project area, if no action is taken. The no action alternative will reinforce the trend of declining population in neighboring areas which will continue to decrease the market for retail activities and services. The Overtown Shopping Center, which is under development in a nearby neighborhood of Overtown, represents an effort to stave off this occurrence. More intensive action which provides additional housing, however, is required to assure the success of this facility.

A no action policy ignores the critical problems existing in Overtown that affect the daily lives of every resident. As a high crime area which requires extensive social services, the neglect of environmental, social and physical problems would likely permit the spiraling increase in crime and social decay with their attendant human and governmental costs. While the citywide crime rate has increased 50% in the past year, the existing crime rate in the Overtown study area is three times the city average. As fewer socially responsible residents remain as a percentage of the total population, this rate can be expected to increase if unchecked by stepped-up police presence.

In view of existing blighted conditions and high crime rates, a no action policy would significantly limit transit ridership, joint public/private development potential and an opportunity to return, through increased tax revenues from new development, a portion of the public investment in the transit system and the Overtown Station in particular. Of the estimated 8,000 daily person trips to and from the Overtown Station in the year 2,000, almost 50% are projected to be pedestrians. If the incidence of crime and environmental blight is not reduced, it is estimated that at least 25% of these trips will be lost (including Government Center ridership, plus elderly and school age individuals beyond a four block walk).

A no action policy also has adverse consequences for development. Fragmented land ownership, conflicting uses and absentee owners will, in the absence of concerted local action, present a major deterrent to the evolution of Overtown as a planned activity center of any significance or functional merit.

Current land development in the target area averages 0.7 floor area ratio (FAR). The citywide average for small lot development in general commercial districts is approximately 1.0 FAR. The proposed redevelopment plan calls for a total FAR in the study area of approximately 2.0, or two and one-half times the current level. Under the no action alternative, the total maximum anticipated development would not exceed 1.0, or only half the proposed redevelopment program. This represents a significant loss in activity and land use efficiency.

B. All Private Investment Alternative

Beneficial Effects

One of the positive aspects of relying upon private sector initiatives is that black property owners are placed in a stronger position to negotiate a financial and entrepreneurial role in new development at such time as development pressures and economic conditions make such growth imminent. That is, if development is imminent, a black property owner who has full control of a parcel of land is in a better position to realize full speculative value for that land than if it is sold to a public redevelopment entity years in advance of development, retaining only the right of equity investment. This assumes that land assemblage can be accomplished, thus allowing the significant scale of new development that will benefit existing owners, and that existing owners can carry the property economically until such time as development occurs.

A second effect with beneficial aspects is that a substantial time period will most likely elapse before redevelopment occurs (10 years or more). Therefore, the immediate public displacement (in 1982 or 1983) of existing residents may be forestalled. Inasmuch as public displacement will increase housing costs for some tenants (i.e. those doubling-up on living quarters or those that accept a cash settlement under federal relocation guidelines) such a delay can be viewed as a short-term advantage. This is qualified, however, by the fact that current housing costs in Overtown are already increasing and may negate even this short-term gain.

Adverse Effects

As in the no action alternative, speculation and/or eventual development will ultimately force existing residents and businesses from the area and without benefit of public relocation assistance.

None of the current 328 occupied housing units in Overtown can be considered long term sound economic investments. Recent increases in utility costs (up 100% in 3 years) have forced rent increases that exceed budgets of most of the current residents (median income of under \$7,500 per year). As operating, utility and maintenance costs continue to exceed the increase in family incomes, increased economic displacements of tenants, forced abandonments and closures of housing units and commercial structures will lead to private redevelopment of the total four block study area.

The private action alternative also has an adverse impact on some black property owners that counterbalances the speculative benefits mentioned previously in the section on beneficial effects. For those existing black property owners unable to endure an indeterminate and potentially lengthy wait for private sector interest to generate new development, it is probable that corporate or speculative owners will replace them. Sixty-five percent of current black-owned properties in the target area consist of vacant structures, dilapidated housing and small wood frame buildings that have only marginal or no economic return. It is likely that these will be sold before private sector redevelopment occurs. This would mean black ownership of land in the study area will likely amount to less than 20% by 1990.

In view of the current high rate of decline in black businesses in Overtown, it is likely that few or none will remain when private development finally does occur. This will further reduce any opportunity for black business participation in redevelopment opportunities. Private sector control of the complete development process will also reduce the chances of black participation in the redevelopment process, including equity investment, management, tenancy, construction contracts, or project design.

Private sector development of housing would not be inclined toward constructing low and moderate income dwellings or a housing type that would meet the needs and desires of present Overtown residents, especially those displaced by such development. Current development costs for new housing in Miami average \$50,000 to \$75,000 for a 2 bedroom moderate cost unit. Financing of this unit would mean sales costs in excess of \$450.00 per month and rental rates would exceed \$500.00 per month. Construction costs are increasing at two percent per month in Miami. By 1990, any new housing developed by the private sector could not possibly be afforded by a population whose 1980 median income is \$7,500 per year and in many cases, fixed at that level.

Private sector control will likely dictate that development will relate, both in a market and design sense, to the Park West project to the east and the Government Center on the south. Crucial integration of development with the Overtown community to the north may be seriously

jeopardized. Specifically, it has been stated above that private sector development of housing would not likely relate in a market sense to Overtown. Thus, it becomes unlikely that housing would be built at all. Marketing expensive housing exclusively to non-local home buyers would be difficult at best in proximity to the present Overtown community. Offices, however, can be marketed in relationship to the Government Center and would likely dominate any private redevelopment effort. Likewise, retail services that might be included in private redevelopment would probably consist of office supply, legal and professional services and employee services for the new offices and the Government Center. The challenge of marketing retail services to Overtown residents would not be attractive to private office developers attracted by the Government Center.

Private sector control of Overtown redevelopment would likely result in a project significantly different than the public redevelopment plan that has been proposed. Private development would likely consist of more office space and less residential use. It would probably be more internal service oriented and less community service related, with more internal activities, less street relationships, more corporate in makeup, and less heterogeneous in image.

C. Public/Private Investment Alternative

Beneficial Effects

The infusion of public funds will permit an orderly, large-scale assemblage of property that is essential to a coordinated and cohesive project design. Land use and zoning patterns can likewise be developed on a large scale to assure a controlled and comprehensive approach to planning and redevelopment.

Displacement and relocation activities will be conducted by a governmental agency in compliance with existing regulations. Hence, all displacees will be given the benefits of relocation assistance in terms of financial and housing resource assistance.

A minority equity participation plan for redevelopment will be implemented to stimulate economic stability for the affected community residents and businesses by assuring them an active role in the redevelopment of the area. The employment initiative plan* (summarized in Section 4.3), is a significant component of this alternative. It will assure employment opportunities for the affected community residents and businesses as well as minority residents and employers in Dade County.

* See Section 2 of the Technical Report, "Employment Initiative Plan for the Overtown Station Redevelopment Study Area." as prepared by Dade County Community Action Agency, 1981.

The oversight mechanism has been built into the plan for redevelopment. It will provide the community with input into the redevelopment plan.

Redevelopment can be initiated more quickly than under the all private investment scheme so that it can coincide with the opening of the rapid transit system. This will result in additional Metrorail revenues.

Adverse Effects

There will be a large scale displacement of 503 residents and 14 business enterprises in the community.

Construction, under this scheme, is expected to be more intense than under the all private investment alternative. It can also be anticipated that traffic congestion, dust, noise and other impacts typically associated with construction would be more pronounced under this alternative.

Past experience by the Dade County Department of Housing and Urban Development in relocating residents displaced by government action has proven that an average of 60% of these residents will take the \$4,000 payment in lieu of public housing. However, said payment is rarely used to secure new long term housing opportunities but rather, it is spent on short term material needs. Most of these families eventually suffer higher housing costs which offset the short term gain and expose them to higher long term housing costs.

The small, marginal businesses in the study area may suffer economic hardship when forced to relocate due to the instabilities of developing a new clientele. Moreover, businesses surrounding the transit station may be subjected to speculative or inflationary pressures which would affect rent prices, hence, jeopardizing their economic survival. This, however, is difficult to predict as redevelopment creates an influx of residents and employees which translates into increased customers and the ability to withstand rent increases.

2.3 SELECTION OF PREFERRED ALTERNATIVE

While any course of action that local government could take with respect to Overtown has both benefits and adverse impacts, the joint public/private investment alternative was selected as the most effective, fair, and certain way to achieve the following objectives:

- a. Implementation of the Miami Comprehensive Development Plan.
- b. Implementation of the Overtown Redevelopment Plan.
- c. Implementation of the Overtown Transit Station Area Development Plan.
- d. Integration with the Park West and Government Center Development Plans.

- e. Integration of the Overtown Community Development Target Area Seventh Year Planning Objectives and Action Program with local actions in Overtown.

In addition, conditions that have arisen since the May 1980 civil disturbances have generated additional community objectives for neighborhood self-determination in minority areas, economic participation by minorities in South Florida's economic growth and accelerated response to long term social and environmental problems existing in Miami's black community. These have contributed to the selection of the preferred alternative for action. Table 2.1 summarizes the evaluation of alternatives in arriving at the selection of the City/County preferred alternative.

TABLE 2.1

SUMMARY EVALUATION OF IMPACTS

<u>ECONOMIC</u>	<u>NO ACTION</u>	<u>PRIVATE ACTION</u>	<u>PUBLIC/PRIVATE ACTION</u>
Short Term Land Values	○		△
Short Term Inflation of Rents	△	△	○
Long Term Land Values	●	△	▲
Long Term Inflation of Rents		○	△
Increase of Tax Base	●	△	▲
Creation of Jobs	●	△	▲
Transit Value Capture Potential	●	○	▲
Minority Investment Guarantees	●	●	▲
Minority Land Speculation	△	△	○
Minority Business Development	●	●	▲
Stimulus to Reinvestment in Overtown Area	●		▲
<u>Land Use & Development</u>			
Create Mixed Use Activity Center	●	△	▲
Achieve Full Development Potential	●	△	▲
Balanced Residential/Office Mix	○	○	▲
Diversity of Housing Types	○	○	▲
Low/Moderate Cost Housing Availability Over Long Term	○	●	△

TABLE 2.1 (cont'd.)

<u>Land Use & Development</u>	<u>NO ACTION</u>	<u>PRIVATE ACTION</u>	<u>PUBLIC/PRIVATE ACTION</u>
Project Design Relationship to Overtown	○	○	▲
Project Functional Relationship to Overtown	○	●	▲
Compatibility with Rapid Transit Function	○	△	▲
<u>Social/Community</u>			
Short Term Forced Displacement	▲	▲	●
Long Term Forced Displacement	○	●	△
Relocation Assistance Resident/Business	●	●	▲
Minority Equity Participation in Development	○	●	▲
Overtown Community Involvement in Development Process	○	●	▲
Minority Business Opportunities in New Development	○	○	▲
Maintenance of Overtown Community Historic Identity	○	●	△

IMPACTS KEY

BENEFICIAL

ADVERSE

MAJOR



MINOR



MAJOR



MINOR



3.0 AFFECTED ENVIRONMENT

3.1 LAND USE AND URBAN DEVELOPMENT

3.1.1 LAND USE AND ZONING

A. Land Use Patterns

This four block study area is located within the City of Miami, immediately adjacent to the Overtown rapid transit station (see Figure 3.1). Existing land uses in the area consist of blighted residential structures, scattered commercial establishments and vacant undeveloped land (see Figure 3.2).

Housing

Of the 453 total housing units in the study area, 328 are occupied, constituting a vacancy rate of 38%. The majority of these structures (90)% are in declining condition and require major repairs (see Figure 3.3). The low percentage of owner occupants in the study area (less than 1%) contributes to this condition. To date, no subsidized housing units have been constructed in the project area.

Commercial Activities

Historically, NW 2 Avenue had constituted the commercial core of the community. It has, however, fallen into decline; at least 50% of the commercial structures are vacant while 90% of these structures require either major repairs or are dilapidated.

There are currently only fourteen businesses operating in the community including "Mom and Pop" grocery stores, bars and laundries. As a result of the deteriorated conditions, merchants have been forced to relocate outside of the area. As original proprietors retire, new owners have been inclined to relocate outside the area, resulting in the high attrition rate for businesses.

B. Zoning Patterns

The study area consists of three zoning categories (see Figure 3.4). R-4, multifamily residential, comprises the western portion of the area. The rest is zoned for Community Commercial (C-2) and Liberal Commercial (C-5). Existing land use patterns have not wholly complied with zoning in that residential and commercial activities are scattered throughout the four block area.

3.1.2 LAND USE PLANS AND POLICIES

Land use and development in the project area will be shaped by the Miami Comprehensive Neighborhood Plan 1976-1986 as adopted by the City of Miami on May 12, 1977. The plan promotes a number of development policies in order to optimize compatibility between various land use activities.

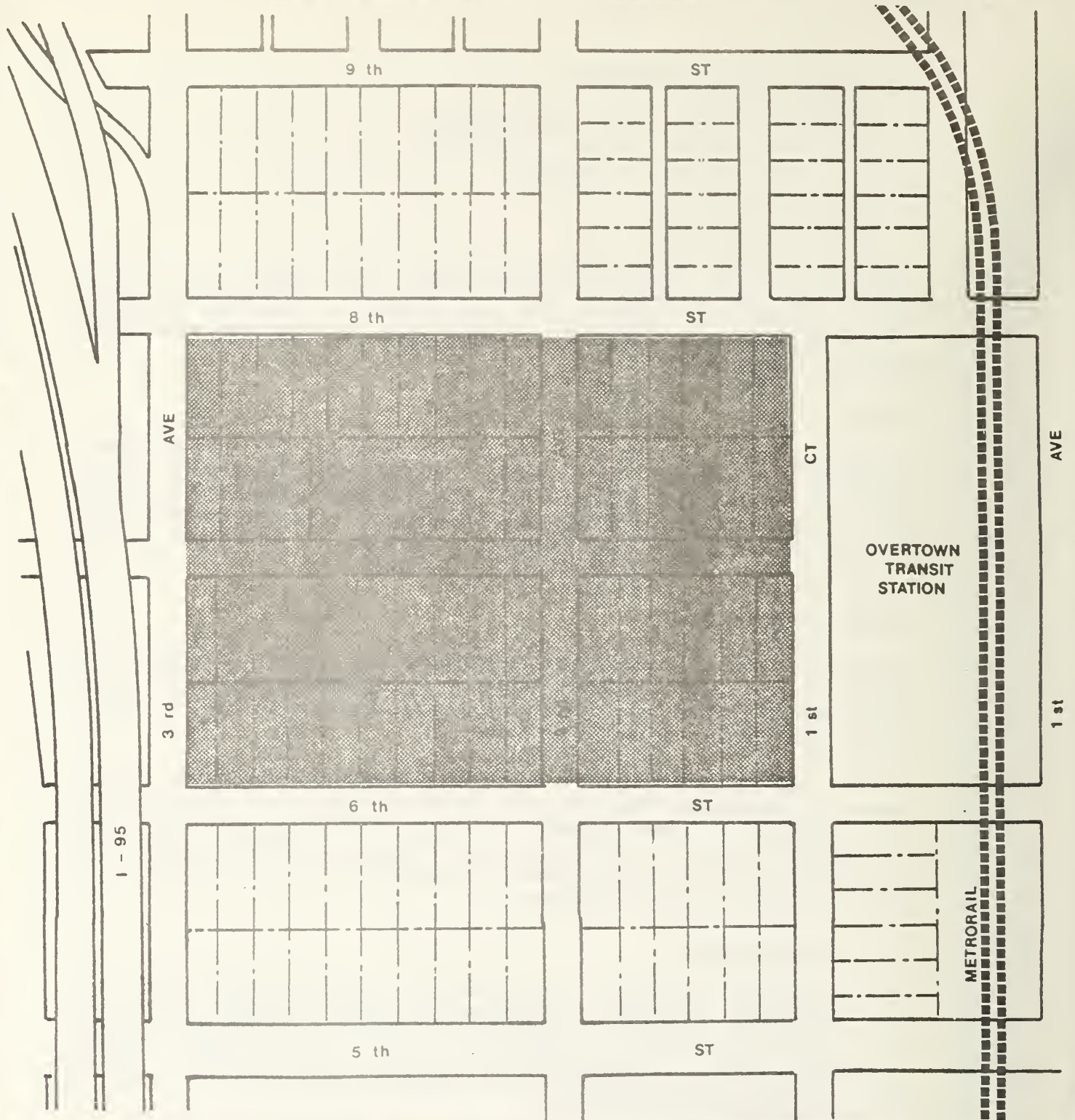
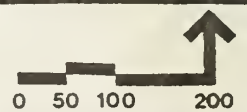
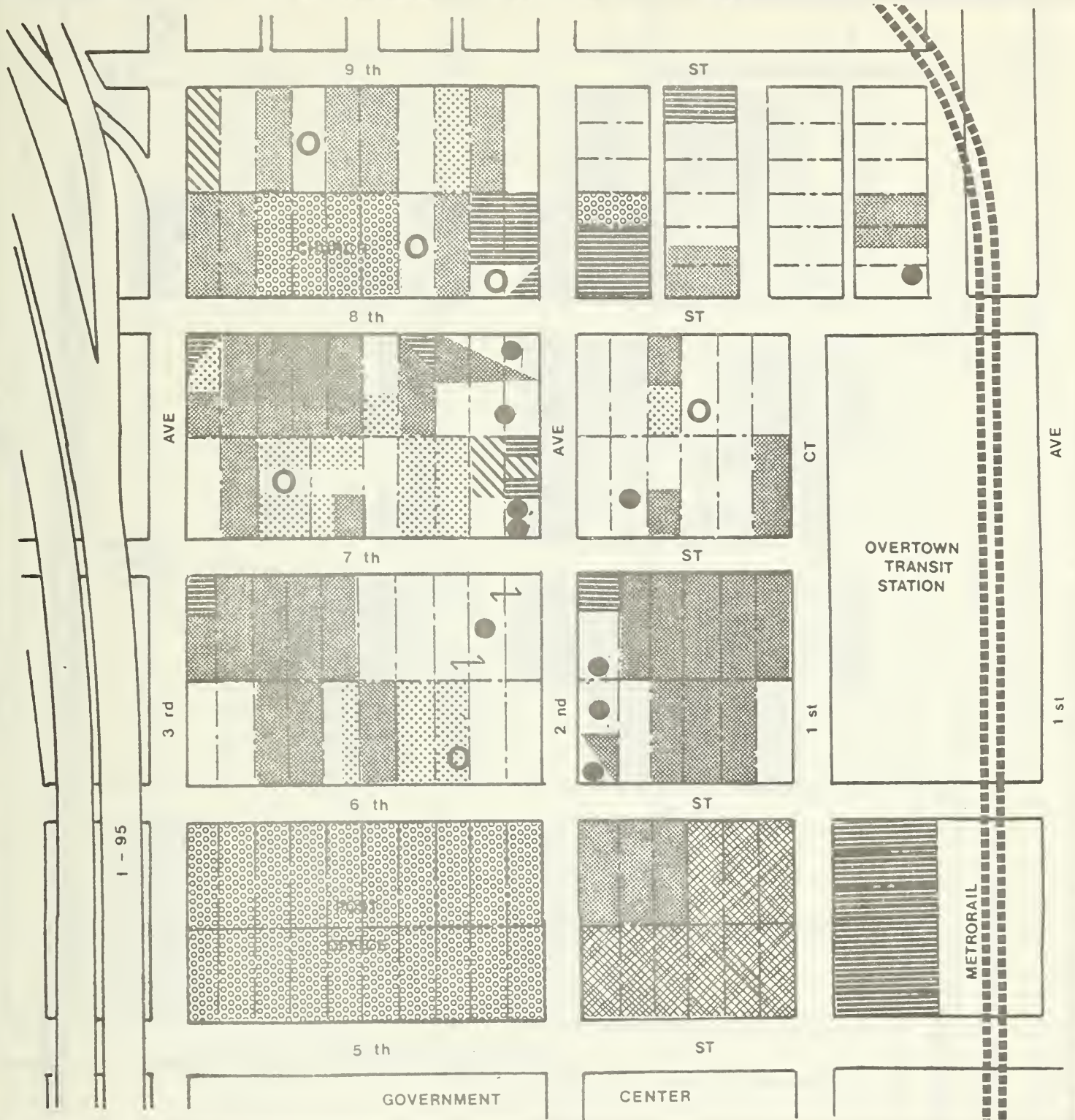


Figure 3.1

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI





LAND USE

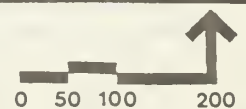
-  SINGLE / DUPLEX FAMILY
-  MULTI-FAMILY
-  COMMERCIAL
-  HOTEL
-  INDUSTRIAL
-  INSTITUTIONAL

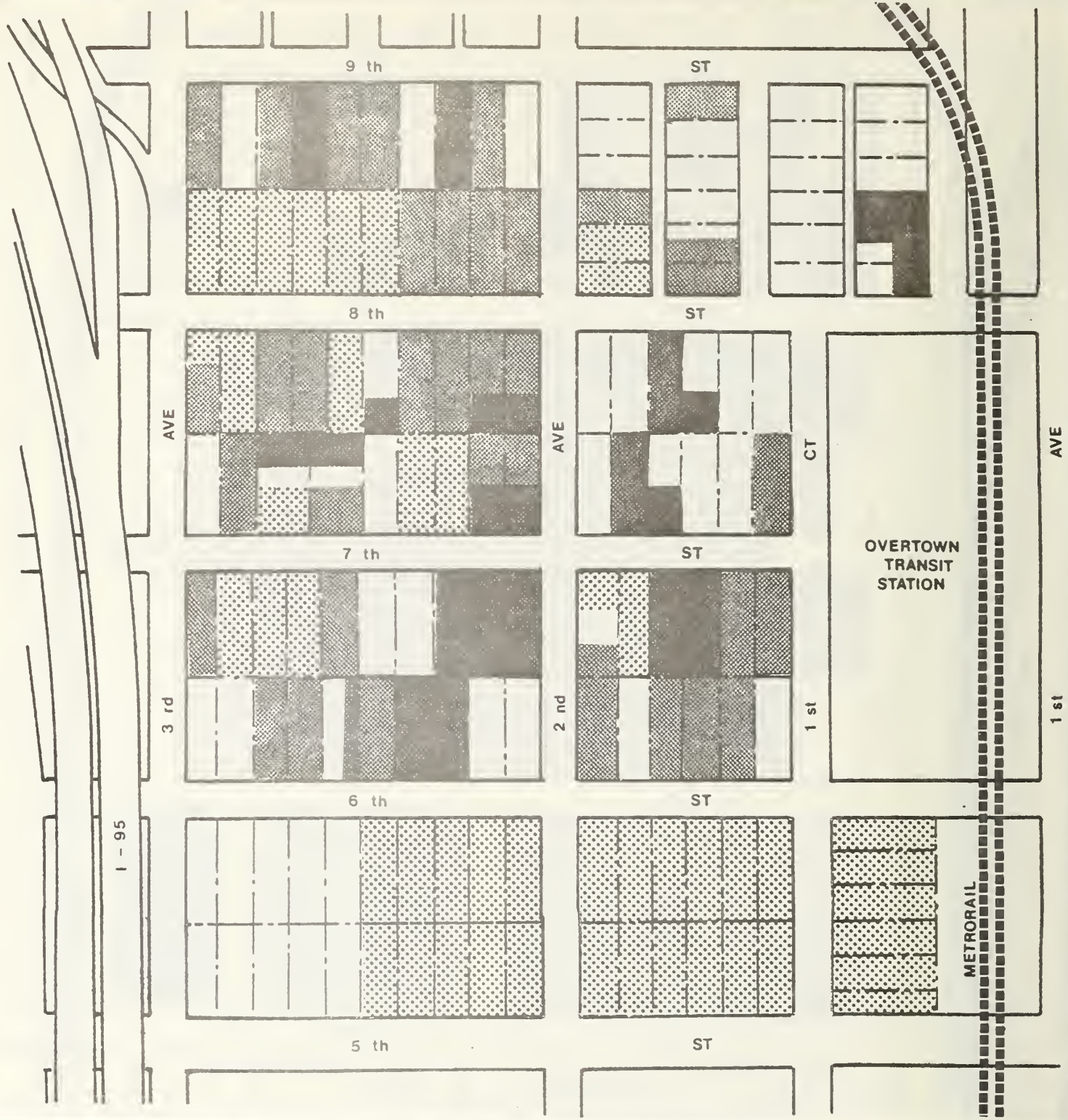
-  VACANT LAND
-  VACANT COMMERCIAL BLDG
-  VACANT RESIDENTIAL BLDG

Figure 3.2

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI





STRUCTURAL CONDITIONS




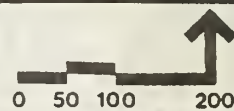
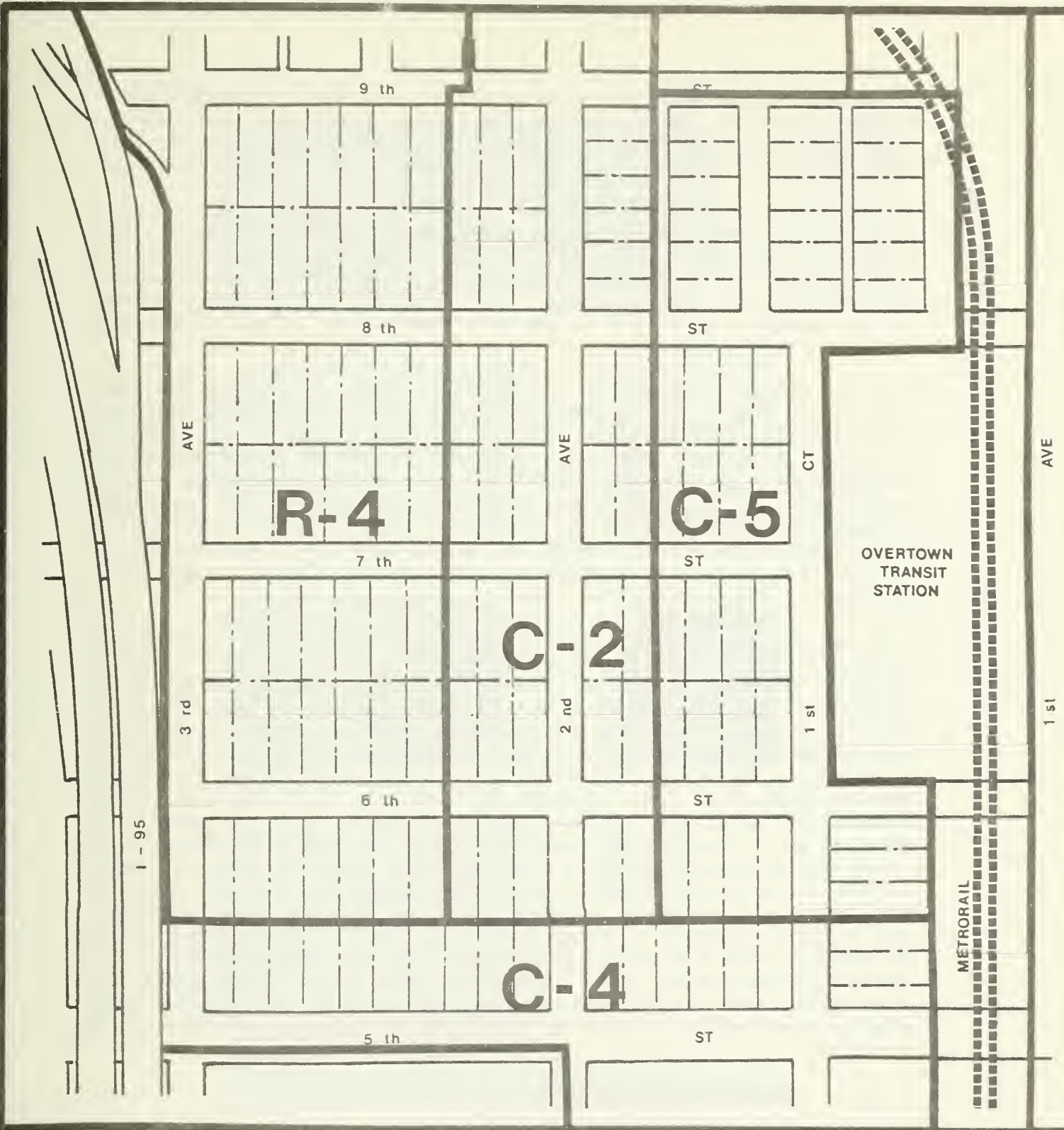
-  Standard / Minor repairs
-  Major repairs
-  Dilapidated

Figure 3.3

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI





EXISTING ZONING

Figure 3.4

R-4 Multi-family Residential

C-4 General Commercial

C-2 Community Commercial

C-5 Liberal Commercial

**OVERTOWN STATION
REDEVELOPMENT AREA**

DADE COUNTY
CITY OF MIAMI



In order to take advantage of accessibility to transit, residential densities adjacent to transit stations have been increased. Additionally, land uses have been changed at certain locations to reflect economically more viable activities or uses more beneficial to the overall community.

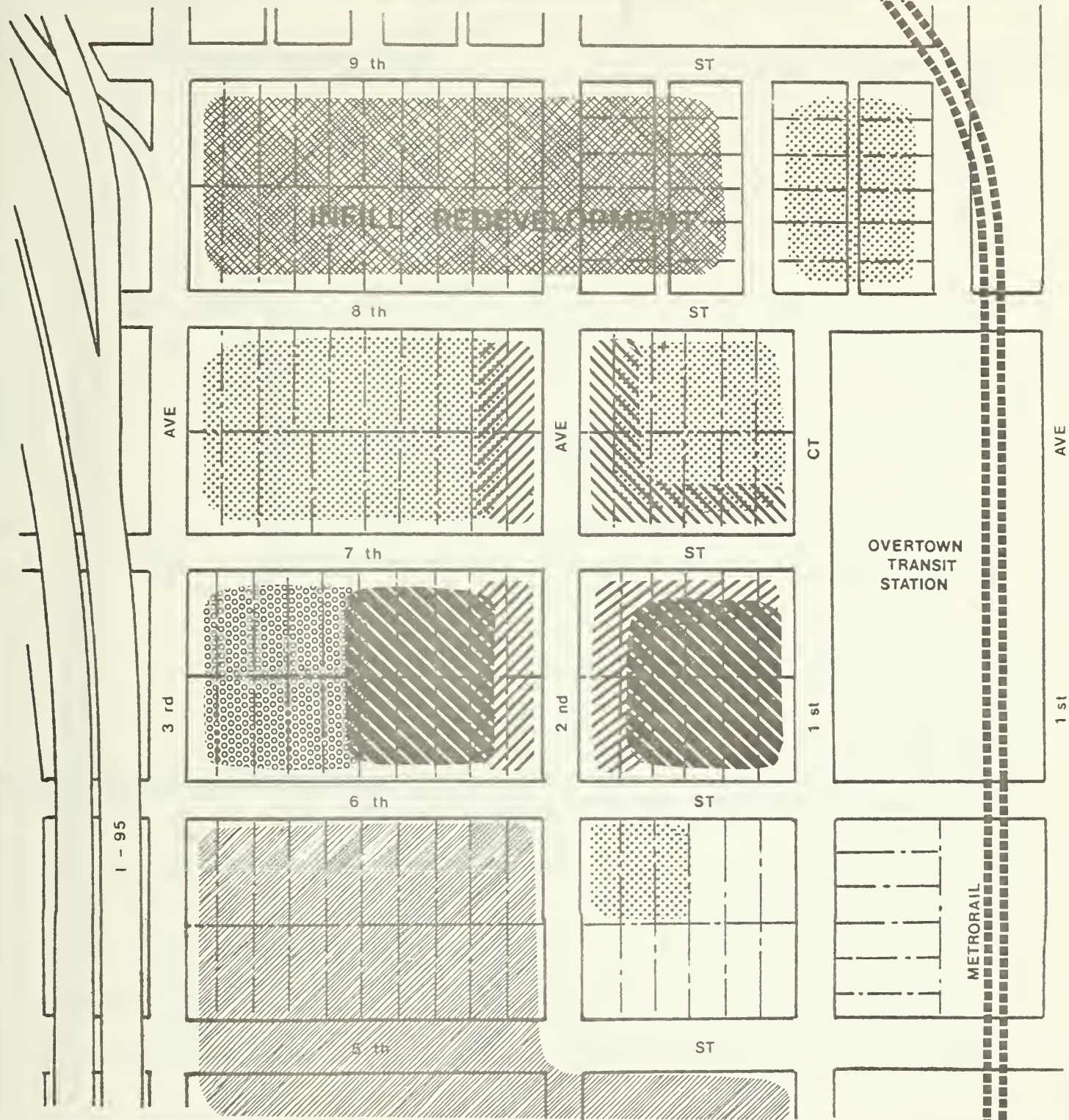
There are certain fixed elements in the existing land use pattern which will directly affect the available redevelopment options. These are the existing expressway system and the local street system, which can be somewhat modified to establish the physical parameters for neighborhood revitalization and redevelopment. The Overtown Station and guideway to the immediate east, will be another fixed element affecting land use patterns and development.

Another important parameter for the formulation of the land use plan (see Figure 3.5) is the availability of vacant and underutilized land that is suitable for redevelopment. One of the major resources currently in the Overtown Station area is the excessive amount of vacant land which encompasses approximately 35% of the available acreage. The development of this land and the redevelopment of the remaining acreage currently occupied by dilapidated and partially vacant structures provide opportunity areas for new development. Additionally, it will result in less severe displacement impacts than if the land was fully utilized.

The new Proposed Zoning Ordinance has been developed to provide the mechanism for the implementation of the Land Plan. The CR-3 zoning category incorporated within the plan is scheduled for adoption by January 1, 1982 (see Figure 3.6). Permitted uses under this classification, in general, follow the existing pattern of uses, which is primarily medium density residential, allowing for neighborhood service commercial operations. Rezoning under the new zoning plan allows for mixed density residential uses, coupled with general commercial use. This mixture will allow for maximum flexibility as to type and density of development. The zoning plan will foster private redevelopment of mixed use projects in order to provide office space, housing and retail services in a manner which is functionally compatible with the programmed transit improvements. The elements of the plan are interrelated and mutually supportive, aimed at creating a place for people as well as an economic hub and acting as a catalyst for the redevelopment of the entire Overtown area. Requirements for open space, living space and landscaping will insure that all new development will provide high quality amenities for residents, employees and pedestrians throughout the area.

3.1.3 ANTICIPATED GROWTH AND DEVELOPMENT

The areas immediately surrounding the project area are either currently undergoing extensive growth or are proposed for major development in the near future. Included are: Downtown Government Center (DGC), Downtown Miami (CBD), Omni, Civic Center, New Town in Town and the Overtown Community Development (CD) Target Area.



PROPOSED
LAND USE

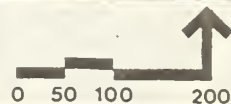


High density residential
High density office
Retail / Service
Hotel
Government Center

Figure 3.5

OVERTOWN STATION
REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI



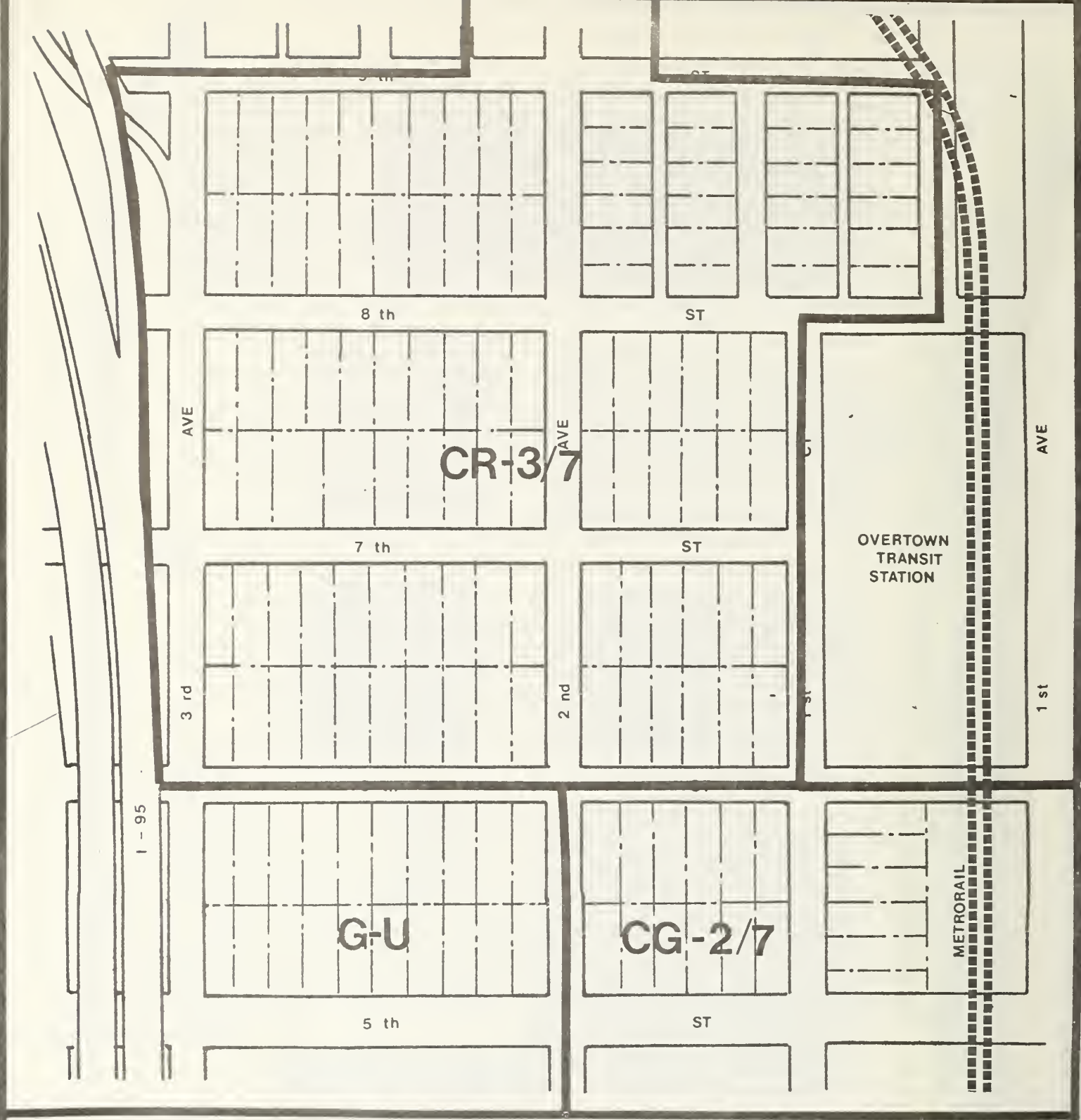
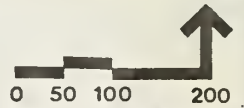


Figure 3.6

PROPOSED ZONING

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI



The DGC is immediately south of the study area. This 30-acre complex, which is currently 30 percent complete, will ultimately comprise a governmental core of services including the 30-story Dade County Administration Building, Dade County Cultural Center complex, City of Miami Administration Buildings, City of Miami Police Headquarters and State of Florida Regional Service Center and will ultimately have 15,000 employees and 20,000 daily visitors. Table 3.1 provides a breakdown of existing and proposed development in the DGC.

The CBD is projected to increase substantially in both residential and non-residential land uses. Table 3.2 provides an overview of estimated CBD land uses. A number of major activity centers under construction or to be built in the CBD include:

- a) World Trade Center - 450,000 square feet structure providing meeting facilities for local and foreign businesses involved in international trade;
- b) Miami Center - an 8.45 acre tract on the mouth of the Miami River to include a 630 room hotel, 500 condominium units, 650,000 square feet of office space, 75,000 square feet of retail space and 2,365 parking spaces;
- c) EDCOM - an expansion of the existing Miami Dade Community College to include 130,000 square feet of college related facilities and a 150 unit senior citizen housing tower; and
- d) James L. Knight Conference Center - a joint public/private development effort between the City of Miami and Hyatt Hotel to include a 5,000 seat auditorium, 600 room hotel, 30,000 square feet retail space, 10,000 square feet of meeting rooms, restaurants and 1,000 car parking garage.

The Omni complex which is due east of the study area consists of a 556 room hotel, shopping mall and restaurants incorporated into one structure. Surrounding the complex are intensive retail space and office development.

The Civic Center is located on the western fringes of the Overtown CD target area. It is characterized by a large component of health and governmental related activities. Nearly all the medical facilities are planning major construction and renovation projects in the next five to ten years.

Park West, the New Town in Town, is located immediately east of the rapid transit alignment. This 49 acre tract will ultimately include 3,000 dwelling units. Office and retail activities will occupy more than one million square feet.

The Overtown CD target area has plans for major rehabilitation on a neighborhood basis. Generally speaking, a revitalization of the target area is planned in terms of housing rehabilitation, construction of new housing; economic development in terms of commercial and industrial rehabilitation and redevelopment and beautification.

TABLE 3.1

DOWNTOWN GOVERNMENT CENTER (DGC) DEVELOPMENT

EXISTING:

Government	Designation	Gross Area in Square Feet		Construction		Oper. Beg.
		Office Use	Ancillary Use	Beg.	End	
State of Florida	Regional Service Center Phase 1	150,000	18,750	1976	1978	1978
City of Miami	Police Headquarters	129,750	190,250	1974	1976	1976
City of Miami	Administration Building Phase 1	70,000	none	1978	1980	1980
EXISTING: Subtotals as above		349,750	209,000	1974	1980	1976

Phase 1: 1980 - 1987

Government	Designation	Gross Area in Square Feet		Construction		Oper. Beg.
		Office Use	Ancillary Use	Beg.	End	
Metro Dade County	Cultural Center	43,000	295,000	1980	1982	1983
Metro Dade County	Support Facility Garage	20,000	265,000	1981	1983	1983
Metro Dade County	Administration Building Phase 1	560,000	178,000	1981	1983	1984
City of Miami	Administration Building Phase 2	240,000	20,000	1982	1984	1985
City of Miami	DGC Garage 2	none	320,000	1982	1984	1984
State of Florida	Regional Service Center Phase 2	156,250	280,000	1984	1986	1987
City of Miami	DGC Garage 3	none	424,000	1984	1986	1986
Phase 1: Subtotals as above		1,019,250	1,782,000	1980	1986	1983
Cumulative totals as above		1,369,000	1,991,000	1974	1986	1976

Final Phase: 1987 - 2001

Government	Designation	Gross Area in Square Feet		Construction		Oper. Beg.
		Office Use	Ancillary Use	Beg.	End	
State of Florida	Complete Regional Service Center	300,000	none	1997	1999	2000
Metro Dade County	Administration Building Phase 2	400,000	none	1998	1990	1991
To be determined	Government or Quasi-Govt. offices	800,000	310,000	1999	2001	2001
Final Phase: Subtotals as above		1,500,000	310,000	1987	2001	1989
Cumulative totals as above		2,869,000	2,301,000	1979	2001	1976

TABLE 3.2
ESTIMATED CBD LAND USE (in thousands of square feet)

USE	1975	1985	Percent Change
Office	7,080	10,119	+43%
Retail	1,970	2,370	+20%
Service/Institutional	522	1,487	+185%
Manufacturing	397	308	-22%
TOTAL	9,969	14,284	+43%

Source: City of Miami Planning Department

3.2 SOCIO-ECONOMIC CHARACTERISTICS

3.2.1 POPULATION

The study area consists of 503 residents occupying 328 units. During a recent door to door survey conducted by Dade County Department of Housing and Urban Development, 257 units were canvassed (71 were unable to be contacted despite two or more attempts). There are 236 Black American households, 20 Haitian and 1 White household. A further breakdown indicates there are 110 non-elderly families, 26 families with an elderly head of household, 88 non-elderly individuals and 33 elderly individuals.

3.2.2 EMPLOYMENT AND INCOME

Fifty percent of the residents are currently employed while 25% are unemployed and 25% rely upon Social Security pensions or payments under the Assisted Families with Dependent Children (AFDC) program. The median family income is approximately \$7,300 which is the lowest estimated median family income in the City of Miami. Merchants claim that 70% of their business is from welfare dependent residents as well as a high use of food stamps and Medicaid.

3.2.3 SOCIAL SERVICES

The level of services currently in the study area are quite low. There is a lack of health facilities as well as a strong demand for additional day care facilities. A strong dependence upon public transportation has been observed. According to the tenant survey conducted by Dade County HUD for this study, 70% of the population is reliant upon public transportation. Park maintenance and programming as well as neighborhood upkeep are lacking.

3.2.4 AVAILABILITY OF HOUSING

Dade County has experienced an increasingly tight housing market during the last two years which can be primarily attributed to the influx of refugees. While the housing shortage has affected both the rental and purchase markets, it has been determined by the Dade County HUD survey conducted for this study, that the residents of this area principally require rental units.

The availability of rental units in Dade County has decreased significantly over the last five years.* In 1977, the countywide vacancy rate was 3.2% while in the Overtown area, the rate was 2.9%. In 1979, Dade County experienced its first significant influx of refugees since the 1960's. With the arrival of Haitians and Dominicans, the vacancy rate, countywide, dropped to .9%. The availability of rental units in the Overtown area decreased to .2%. During the first quarter of 1981, Dade County's vacancy rate of .8% reflects the continued immigration of Haitians, Dominicans and Cubans. The rate in Overtown has declined to .5%. However, the vacancy rate is anticipated to increase. As refugees are resettled throughout the nation, the availability of rental units will improve.

3.3 NATURAL ENVIRONMENT

3.3.1 GEOLOGY, GROUNDWATER, SOILS

The study area is located on the Atlantic Coastal ridge which parallels the eastern coastline of the state of Florida. Underlying the surface is Miami Oolite limestone which in turn is underlain discontinuously by the Key Largo Limestone. They are, in turn, underlain by the Fort Thompson Formation, a white to cream colored sandy limestone. Underlying the Fort Thompson Formation is the Tamiami Formation which is generally considered to constitute the base of the Biscayne Aquifer.

The Biscayne Aquifer consists of water bearing rocks which carry unconfined groundwater in southeastern Florida. This is the sole source of potable water supply to not only Dade County but also a major portion of southeast Florida.

The Aquifer is recharged primarily through rainfall. The Everglades create a sheet flow action of water from Lake Okeechobee to southeast Florida, recharging the groundwater. Additionally, infiltration from the canals lacing the county provide recharge to the watertable.

Soils in the study area are of the Rockdale series which provide a high level of porosity. Hence, water percolates quickly into the ground resulting in excellent drainage conditions.

* According to a study conducted by Reinhold P. Wolff, Economic Research, Inc. 1981

3.3.2 AIR QUALITY

Air quality monitoring activities have been conducted by the Dade County Department of Environmental Resources Management (DERM) since 1970. The following parameters have been tested: carbon monoxide (CO), lead (pb), sulfur dioxide (SO₂), ozone (O₃) total suspended particulates (TSP) and nitrogen dioxide (NO₂).

Dade County has been designated a non-attainment area for ozone. A State Implementation Plan (SIP) has been developed which projects attainment by December, 1982. However, ambient concentrations of the remaining parameters remain within acceptable levels. Downtown Miami has experienced CO levels which are higher than the rest of the County and occasionally exceed the federal 8 hour standard of 9.0 parts per million. This can be attributed to the canyon effect created by high density development and heavy traffic volumes.

3.3.3 NOISE

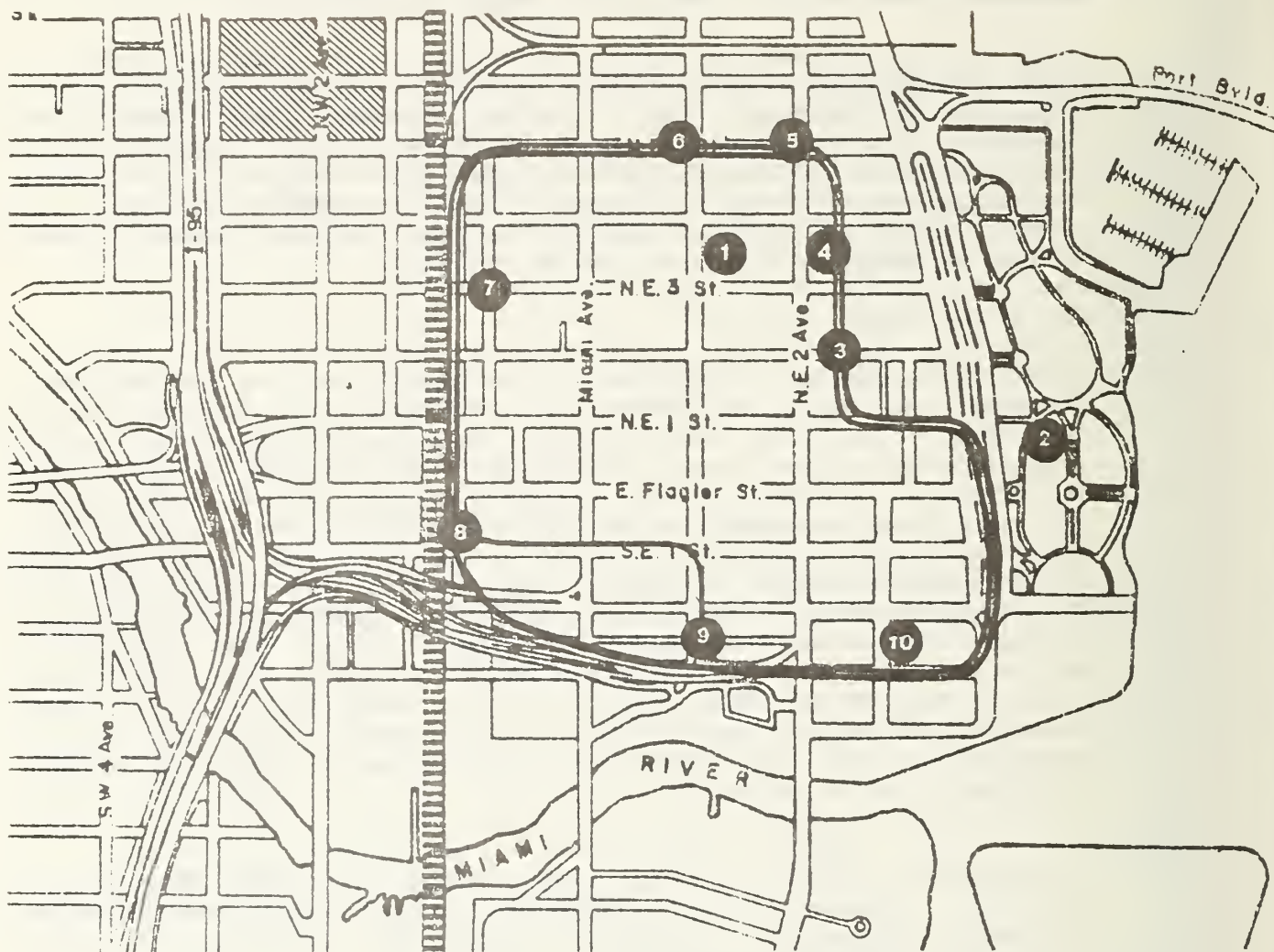
Noise measurements for the four block study area are not available. However, the noise environment and the major noise sources can be described. The major noise sources affecting the community include Interstate-95 and the Miami International Airport landing pattern. I-95 is immediately adjacent to the western boundary of the project area. No part of the community is more than 1000 feet from the expressway. Noise monitoring activities conducted by DERM in 1980 determined that peak noise levels can exceed 90 dBA. Noise levels have also been monitored at 1500 feet from the expressway. (Downtown People Mover Environmental Impact Statement, May 1980). Site 7 (see Figure 3.7), which is located at N.W. 3rd Street and N.W. 1st Avenue, experiences noise levels of 69 dBA (L_{eq24}) and 71 dBA (L_{dn}). This noise measurement site is approximately 1000 feet from the southeastern boundary of the study area. The Environmental Protection Agency considers this cumulative noise level to be a very noisy urban environment.

The eastern boundary of the area is adjacent to the rapid transit alignment. However, trains will be slowing to a stop for the station or beginning acceleration. Therefore transit system noise will have minimal noise impact upon the project area.

3.3.4 SURFACE WATER/FLOODPLAINS

The study area is relatively flat with an average ground elevation of approximately 8 feet above mean sea level. During wet season the depth of the ground watertable is approximately 5½ feet below ground surface.

The study area is partially within the 100 year flood zone (see Figure 3.8). This indicates that part of the study area is vulnerable to flooding as a result of hurricane storms of the magnitude to result in flooding every hundred years.



NOISE MONITORING SITES



METRORAIL Alignment



Downtown Component of METRORAIL



Monitoring Sites

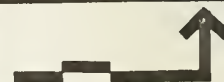


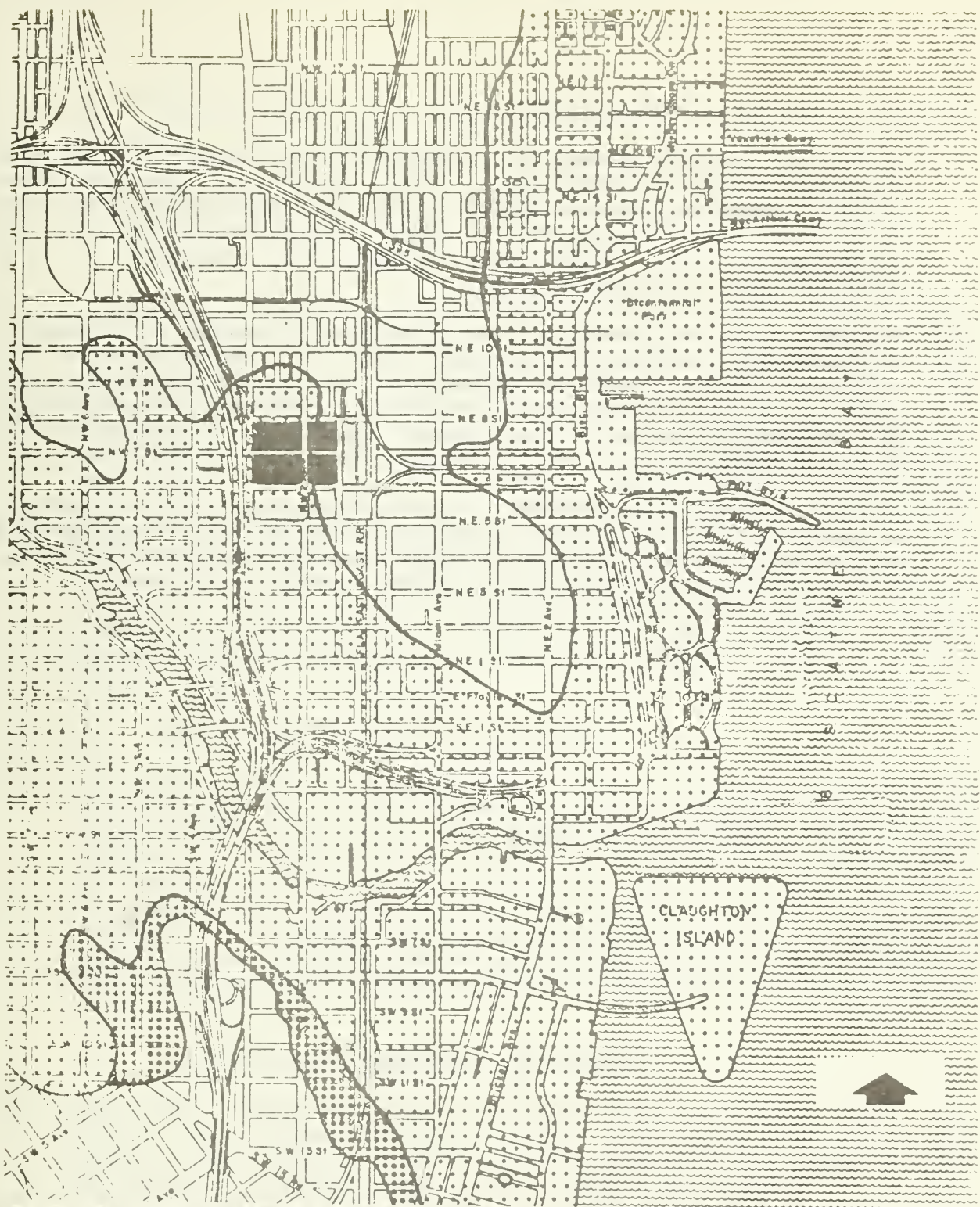
STUDY AREA

Figure 3.7

**OVERTOWN STATION
REDEVELOPMENT AREA**

DADE COUNTY
CITY OF MIAMI





SURFACE WATER HYDROLOGY

 AREAS OF 100-YEAR FLOOD

 AREAS OF 500-YEAR FLOOD

 STUDY AREA

Source: U.S. Dept. of Housing and Urban Development, Federal Insurance Administration
 Dade County Department of Environmental Resources

Figure 3.8

**OVERTOWN STATION
 REDEVELOPMENT AREA**

DADE COUNTY
 CITY OF MIAMI



3.4 CULTURAL RESOURCES

A cultural resource review of the environmental impact area for the proposed project was conducted. After consultation with the State Historic Preservation Officer (SHPO), it is the opinion of the SHPO and the Urban Mass Transportation Administration that there are no properties in the area which qualify for inclusion in the National Register of Historic Places.

The Mary Elizabeth Hotel, located at 642 N.W. 2 Avenue, is an historic site according to the Florida Master Site File. However, it is the opinion of the SHPO and the Urban Mass Transportation Administration that the structural instability and generally poor physical condition of this building precludes it from meeting criteria for eligibility for the National Register.

If this building is demolished for the redevelopment of the Overtown Station area, the Dade County Historic Preservation Division will erect a marker on this site to commemorate this building. The Black Archives, a local historic preservation group, concurs with this approach.

4.0 ENVIRONMENTAL CONSEQUENCES

4.1 LAND USE AND URBAN DEVELOPMENT

4.1.1 CONFORMANCE WITH EXISTING LAND USE PLANS

A. No Action Alternative

The Miami Comprehensive Development Plan calls for the redevelopment of the project area through joint public/private development of high density housing, office and commercial use projects to provide for a mix of moderate cost and market-rate residential development with retail services and employment opportunities for a full range of skills and incomes. These policies are further expanded through the Overtown Redevelopment Plan which identifies the need for major new investment and economic development in Overtown through publicly assisted and privately developed mixed-use projects adjacent to the Overtown Station. The no action alternative does not conform with these land use and development plans because it does not provide for a mechanism to achieve a coordinated, high-density mixed-use development in an area presently characterized by fragmented ownerships, absentee owners, mixed structural conditions and speculative sales of property. The no action alternative does not embrace any positive action to improve existing conditions in Overtown.

B. All Private Investment Alternative

This policy option can conceivably realize existing planning objectives given enough time and the good fortune of attracting developers who would be willing to observe all public policy objectives. The necessity, however, of marketing these projects in the absence of public subsidy and packaging assistance would mean that low and moderate cost housing policies and a balanced mix of uses would be unlikely achievements. Attempting to integrate the project area with Overtown in a design and activity sense would be less certain. The potential exists to fulfill land use and development policies under this alternative but the probability is questionable.

C. Public/Private Investment Alternative

The entire redevelopment effort has been structured around public control of the process which, in turn, must be in conformance with existing public plans. Thus, the preferred alternative meets all public plan policies including those for land use and development.

4.1.2 DEVELOPMENT POTENTIAL

A. No Action Alternative

While it is difficult to project the development character that will emerge in an area that has seen no new development for twenty five years, it is possible to make general assumptions about the nature and extent of future growth. Even though the area will be zoned for high density

mixed-use development in early 1982, it is unlikely that any development will occur in the short term. Market analysis* of the area predicts that new development will take ten years or more to occur. Because of numerous small lot ownerships and the distressed nature of present investments (incomes from current properties are negligible and several operate at a loss), it is improbable that coordinated growth will occur at any time. The blighted condition of the area works against significant new investments in residential or quality office projects. Major growth opportunities for these activities still exist within the CBD and east of Overtown Station making it even less probable that the project area will attract such growth without public intervention to create conditions favorable to a coordinated large scale development.

New development can be expected to be less than a Floor Area Ratio (FAR) of 1.0 due to limitations of small lot development, infill conditions created by existing structures and inefficiencies of multiple parking facilities. It can also be assumed that the uses will be largely office with minimal retail services and little or no residential usage.

B. All Private Investment Alternative

With cooperation from the public sector in terms of promotion, marketing and zoning incentives, it is reasonable to assume more development could be accomplished by private interests than under the no action alternative. However, small lot fragmentation, which encourages the inefficiencies of small site design, will limit the potential growth of Overtown for several years, and compromise new projects when they do occur. As in the no action alternative, land uses will likely be offices and strongly oriented to the Government Center with less emphasis placed upon residential and retail activities.

Development intensities will likely average 1.0 FAR which will yield 450,000 square feet of floor space if all available parcels in the four block area are developed. It is assumed, based on development trends in the central business district and core area fringes, that space use will be 75% office, 15% retail and 10% residential. This translates to 310,000 square feet of office, 60,000 retail and a 60 room hotel.

C. Public/Private Investment Alternative

The development potential is precisely defined by the zoning district that will govern all of the alternatives namely CR-3/7, Commercial/Residential - Moderate/High Density. The distinguishing factor, however, is that the preferred public/private investment alternative, through the land disposition process, mandates full realization of zoning potential. Offerings of publicly held lands for development will target

* Based upon A Market Reconnaissance Analysis and Determination of Development Opportunities for the Overtown Section of Miami, Florida, prepared by Gladstone Associates, Economic Consultants, January 11, 1979

objectives for total square feet of floor space per block and percentage distribution of space for residential, office, retail and associated activities. Development rights will, through competitive bids, be issued only to private projects that meet these targets. This process, plus the efficiencies of land assemblage and coordinated development, will assure substantially greater densities of development than could be achieved under an all private alternative. As a result, 200,000 square feet of office development, 60,000 square feet of retail, 520 to 670 residential units and a 150 room hotel will occur. This level of development projects an FAR of 2.00.

4.1.3 ENVIRONMENTAL DESIGN

The environmental design elements as they pertain to a no action alternative have been excluded, for obvious reasons from consideration. It is also impossible to address this aspect for the all private investment alternative.

In considering the public/private investment alternative, a preliminary illustrative development plan has been prepared (see Figure 4.1) which emphasizes those aspects of spatial and architectural design use relationships and activity patterns which will insure a proper relationship between the proposed redevelopment area, Overtown, the transit station and the Government Center. Of paramount importance, however, is the visual and functional linkage of the areas to the north and south of N.W. 8th Street. It can be assumed that new development within the target area will express a strong relationship to the Government Center immediately to the south, and to the Park West project to the east of the transit station. The principal objective, therefore, is to insure equally strong ties to the rest of the Overtown community.

The urban design plan recognizes several dimensions of the Overtown community that contribute to the definition of these linkages. N.W. 2nd Avenue has been and should remain the commercial spine and activity street serving the Overtown population south of the 836 Expressway. In addition, activity patterns of Overtown residents relate strongly to the public street environment. Sidewalks in particular are an important area of social interaction and a line between sub-neighborhoods and services.

For this reason, it is important to consider the street environment scale, textures and linkages in Overtown. The street scale in Overtown is defined primarily by one to three story structures which maintain an immediate relationship to the sidewalk and street. Variety in design, color, setback and materials used in facades in Overtown contribute to a complex and intimately scaled street environment. Existing visual linkages between residential dwellings and the public street environment contribute to social control mechanisms and perceptions of defensible space, particularly for parents with small children.

The urban design plan for the Overtown redevelopment study area and the transit station attempts to incorporate parameters for new development which take into account the factors described above. A principal

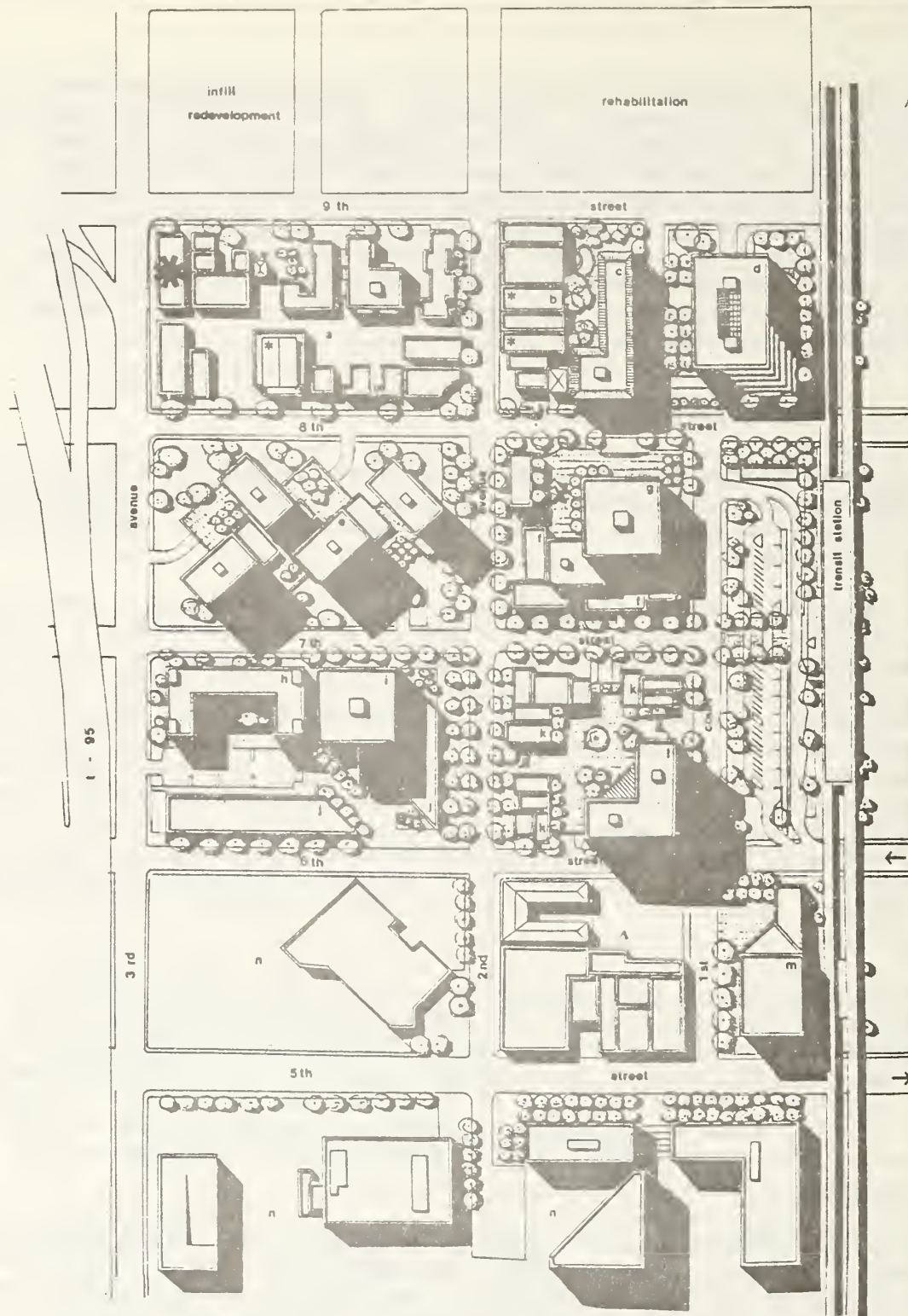


Figure 4.1

overtown illustrative development plan

* structure of historic significance

a — selective redevelopment
 b — retail rehabilitation — 10,000 sf
 c — housing — 80 du
 d — housing — 150 du
 e — housing — 300 du
 f — retail — 10,000 sf
 g — housing — 70 du

h — housing — 70 du
 i — office — 125,000 sf
 j — retail — 10,000 sf
 k — retail — 7000 sf
 l — hotel — 150 rooms
 m — office — 75,000 sf
 n — government center

total housing — 670 du

total office — 200,000 sf

total retail — 60,000 sf

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI



objective includes identification of NW 7th Street and NW 2nd Avenue as the primary pedestrian access link for transit patrons walking to and from the Government Center. This is specifically to encourage greater interaction on NW 2nd Avenue which is the visual axis of Overtown. Reinforcing this will be mandatory retail frontage on both NW 7th Street and NW 2nd Avenue to provide enhancement and support of the pedestrian movement patterns. Further emphasis is added through special walkway surfacing, landscaping and lighting of NW 7th Street and NW 2nd Avenue to reinforce pedestrian movements (see Figure 4.2).

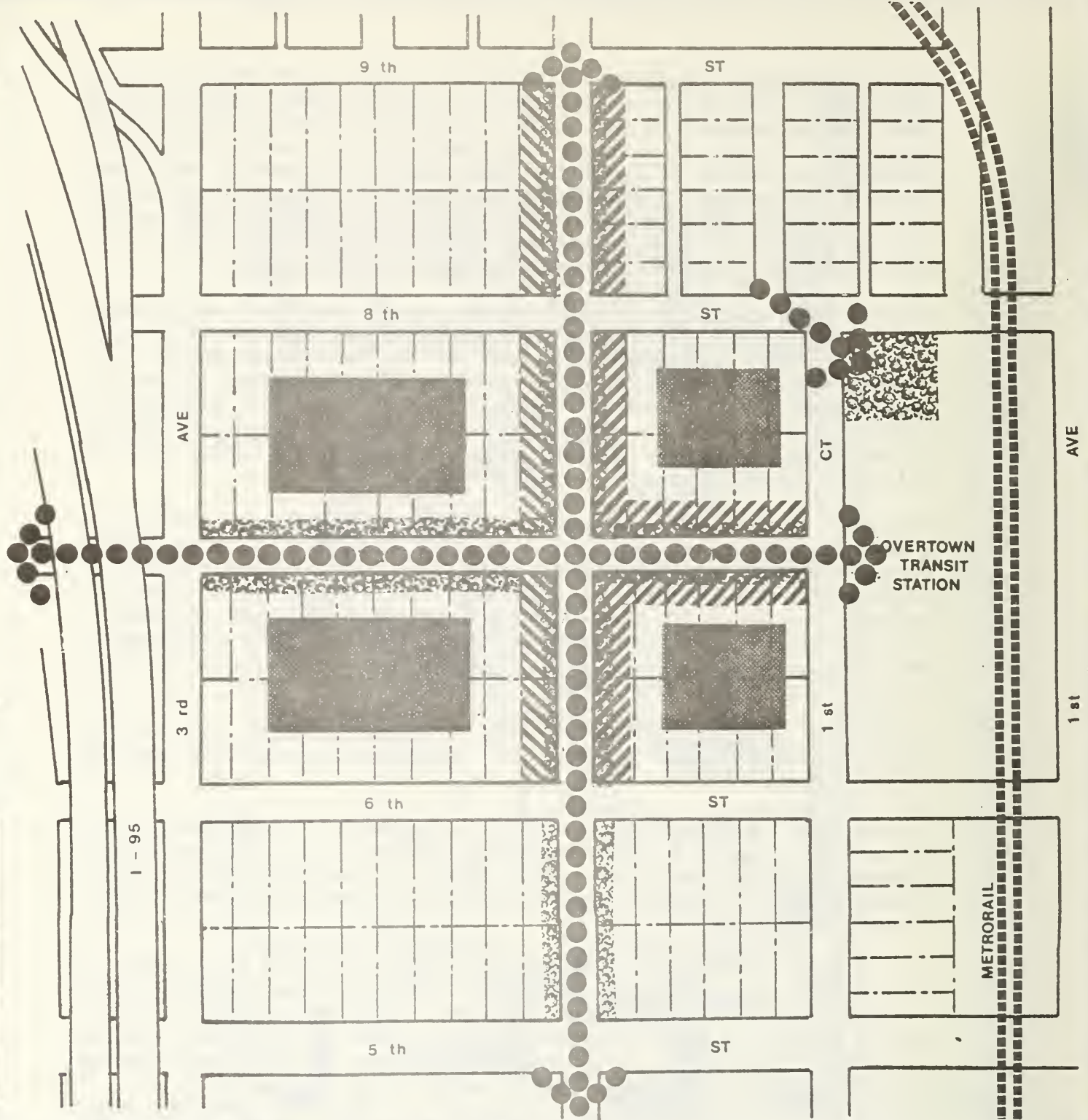
Transit station site design emphasizes a strong pedestrian link between NW 7th Street and the fare gate entrance through the provision of a wide landscaped walkway aligning with the NW 7th Street sidewalk axis. Station site design enhances the northern end (Overtown) of the site rather than the southern (Government Center) edge. A fountain and commercial vendors plaza will be provided at NW 8th Street and NW 1st Court which will be the principal point of access to the station for most Overtown residents.

Setbacks of commercial structures from the public street will be required to allow for additional sidewalk amenities such as widened plazas, street furniture and landscaping; but a maximum allowable setback is proposed to maintain commercial activity integration with the pedestrian movement system. In general, it is required that street frontage of redevelopment be limited to three or four stories to maintain consistency of the Overtown street scale. High-rise structures should be sited toward the center of each block.

Residential developments will be sited to afford maximum street visibility. Assisted family housing will be limited to low and mid-rise structures.

In order to encourage diversity, retail space and facade design will stress individuality so that small entrepreneurs can maintain a commercial identity apart from major office or corporate developments. Essential off street parking will be carefully sited to promote a higher quality environment.

As noted in Section 2.1.2, many design objectives can be achieved in the all private investment alternative. The setback, height control, retail frontage and streetscape provisions, as mentioned above, can also apply to the all private investment option. However, storefront design, color and texture as well as spatial distribution of land uses (vertical and horizontal) is harder to control under the private sector option. A major environmental design drawback to the all private sector alternative is that development would occur incrementally, on smaller parcels, over a longer period of time, thus making it improbable that an overall design concept would ever be fully realized.



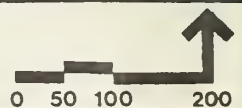
URBAN DESIGN

- Primary pedestrian route
- ▨ Sidewalk / Plaza landscape amenities
- ▨ Mandatory retail frontage
- ▨ Height limit
- ▨ Major building mass

Figure 4.2

OVERTOWN STATION REDEVELOPMENT AREA

DADE COUNTY
CITY OF MIAMI



4.2 SOCIAL IMPACTS

4.2.1 DISPLACEMENTS

A. No Action Alternative

Even without a concerted effort to redevelop the four block area, displacements would gradually occur during the next nine years. Since 1975, 118 of the 493 units in the study area have been abandoned. This rate of attrition will slow in the future because the most severely dilapidated structures have been abandoned. There are, however, 328 units remaining, most of which are in substandard condition. Assuming that the reduced rate in abandonment prevails over the next nine years, it is projected that 150 units will be closed or demolished, displacing an estimated 232 residents (assuming an average occupancy of 1.55 persons per unit as determined by the Dade County HUD survey).

None of the 328 currently occupied housing units in Overtown can be considered as sound long term economic investments because of their substandard conditions. Recent increases in utility costs (up 100% in three years) have forced rent increases which exceed budgets of most of the current residents by forcing them to pay more than 25% of their income for rent (see Section 3.2). As operating, utility and maintenance costs continue to exceed the increase in family incomes, increased economic displacement of tenants, forced abandonments and closures of housing units and commercial structures will ultimately lead to private redevelopment of the total four block study area.

Of the twenty-five retail commercial establishments existing in the project area in 1972, only seven remain, constituting a 70% loss in eight years. At this rate, it can be projected that only two will be left in 1990. This represents the loss of an additional ten jobs in the study area, if the no action alternative is taken. In the near term, lack of public action could place speculative pressure upon marginal uses as currently experienced by warehouses, wholesale supply houses, rooming houses etc. which have been displaced by development in the CBD and Park West project.

The advantages of the no build alternative are that speculation, due to anticipated government condemnation or accelerated private investment of the area, would be reduced and may mitigate short term increases in rents and taxes, particularly on residential properties. Further, many residents of the area are currently renting some of the lowest cost housing units in the region yet cannot afford higher rent payments. No action would mean a short term advantage of forestalling displacement due to rent increases from landlords seeking to raise the rental return on their property in an effort to gain a higher acquisition price from government.

B. All Private Investment Alternative

Displacement under the private sector alternative would probably not begin to occur until the late 1980's. The period of active private sector development would first be preceded by speculation and then by

land assemblage by major developers. A private sector development program for Overtown would probably include similar land use elements to the program proposed under the public/private redevelopment alternative, but in a different ratio.

The major impact of the private sector alternative would be twofold:

1. All 503 individuals currently residing in the area would be displaced by private action and thus receive no relocation benefits.
2. The housing that would be built on this site would be market rate housing and as a result less than 8% of the current residents of the four block area would be able to live in the housing units to be constructed.

Current development costs for new housing in Miami average \$50,000 to \$75,000 for a 2 bedroom, moderate cost unit. Financing of this unit would mean sales costs in excess of \$450.00 per month and rental rates would exceed \$500 per month. Construction costs are increasing at two percent per month in Miami. By 1990, any new housing developed by the private sector could not possibly be afforded by a population whose 1980 median income is \$7,500 per year and in many cases, fixed at that level.

Sixty-five percent of current black-owned properties in the target area consist of vacant structures, dilapidated housing and small wood frame buildings that have only marginal or no economic return (see Section 3.1). It is likely that these will be sold before private sector redevelopment occurs. This would mean black ownership of land in the project area will likely amount to less than 20% by 1990.

In view of the current high rate of decline in black business in Overtown, it is likely that few or none will remain when private development finally does occur. This will further reduce any opportunity for black business participation in redevelopment opportunities.

C. Public/Private Investment Alternative

The primary social impact of the public/private alternative is the displacement of 503 persons residing in 328 housing units as well as the movement of 14 businesses. The displacees would be moved in a shorter time frame than the all private investment alternative but they would be afforded certain benefits prescribed by federal law. The following section details the methods of mitigating this impact.

4.2.2 RELOCATION PLAN FOR THE PREFERRED ALTERNATIVE

A. Relocation Needs by Project

1. Overtown Station Area Redevelopment

In order to determine the relocation needs of the residents, the Dade County Department of Housing and Urban Development (DCHUD) conducted a door-to-door tenant survey. Of the 453 total dwelling units in

the area, DCHUD was unable to contact 71 units, despite two or more attempts. To project the needs of all residents in the study area, assumptions were made regarding the occupants of these 71 units based upon the responses from those residents who were interviewed. The results of the survey provided data concerning the socio-economic characteristics of the population as well as their needs and preferences for relocation (see Table 4.1).

TABLE 4.1
RELOCATION SURVEY DATA

<u>TOTAL UNITS IN PROJECT</u>	453
<u>NUMBER OF UNITS VACANT</u>	125 (29%)
<u>NUMBER OF INTERVIEWS</u>	
(Unable to contact residents of 71 units despite 2 or more attempts)	257
<u>RESIDENT CHARACTERISTICS</u>	
- Families with elderly head of household	26
- Elderly individuals	33
- Non-elderly families	110
- Non-elderly individuals	88
<u>RACIAL/ETHNIC BACKGROUND</u>	
- Black households	236
- Haitian households	20
- White households	1
<u>INCOME/EMPLOYMENT DATA</u>	
- % employed	50%
- % unemployed	25%
- % received social security, pension or AFDC	25%
<u>MISCELLANEOUS INFORMATION</u>	
- % wishing to remain in Overtown	70%
- % dependent on public transportation	70%
- Number of households above income level to qualify for Section 8 or public housing	20
<u>TOTAL ESTIMATED RELOCATION REQUIREMENT</u>	
- Tenants to be relocated	323
- Homeowners to be relocated	5
- Residents to be relocated (399 adults and 103 children)	503

It has been determined that the predominant need is for one bedroom units (112 units). However, there is an unusually high demand for efficiencies (zero bedroom units). The demand for large units was lower than anticipated. Three families will require a four bedroom unit while only two families will require five bedroom units. All five of these households are eligible for public housing or Section 8 (Housing Assistance Payment Program) resources. Table 4.2 provides an inventory of the relocation needs of the residents.

TABLE 4.2

<u>Income Range</u>	<u>O-BR</u>	<u>1-BR</u>	<u>2-BR</u>	<u>3-BR</u>	<u>4-BR</u>	<u>5-BR</u>	<u>Total</u>
000-2500	16	11	7	3			37
2501-5000	14	43	10	7	3		77
5001-7500	5	29	11	5		1	51
7501-10,000	8	15	17	7		1	48
10,001-12,500	4	4	9	3			20
12,501-15,000	3	5	5	1			14
15,001 or over		5	5				10
TOTAL	50	112	64	26	3	2	257

DCHUD projects that 98 households will desire replacement housing outside the Overtown area. Relocation resources will include private rentals, public housing (using citywide resources) or through Section 8 housing.

A major consideration in the relocation plan is the large percentage (70%) of households with the preferences to remain in the area. The predominant need of the 230 households who wish to remain in or near Overtown is for one bedroom units (100 units). There are forty five households which require efficiencies, fifty seven families requiring two bedroom units, twenty three requiring three bedroom units, three families needing four bedroom units and two families needing five bedroom units (see Table 4.3).

TABLE 4.3

RELOCATION NEEDS FOR THOSE WISHING TO REMAIN
IN OR NEAR OVERTOWN

		Unit Size Required						
0-Br		1-Br		2-Br.	3-Br.	4-Br.	5-Br.	Total
Eld.	Fam.	Eld.	Fam.					
34	11	75	25	57	23	3	2	230

Heads of
Households

There are fourteen businesses within the study area. Table 4.4 provides a breakdown of these commercial establishments. The businesses employ a total of 30 persons including, in most cases, the owners. This constitutes an average of two employees per business. All businesses will be afforded the opportunity to relocate within the study area.

Relocation costs have been estimated at \$1,599,395. A breakdown of this amount is provided in Table 4.5

2. Metrorail

The DCHUD survey for Metrorail displacements in Overtown determined that 296 households were to be displaced. This included a mix of elderly and non-elderly residents. Of that total, between July 1981 and November 1981, a total of 142 households were successfully relocated, leaving a remaining balance of 154 households to be relocated. In view of this recent relocation experience averaging 35 cases per month, DCHUD can project the satisfactory completion of these remaining cases by June 1982, in accordance with Metrorail schedules. This timeframe is most important in terms of evaluating the adequacy of housing resources required by the Overtown redevelopment proposal. DCHUD anticipates that relocation activities for the Metrorail project will be accomplished prior to relocating residents of the four block area.

The resources for the remaining displaces will be: private rentals, Section 8, public housing (new projects and turnovers) and sales housing. The Lummus Park Manor project, which contains 51 one bedroom units will be ready for occupancy in early 1982, thereby providing additional resources for Metrorail relocations.

In analyzing the previous 142 households in Overtown, it is projected that the remaining displacees awaiting relocation will select the following housing types: 66 households will choose private rentals, 9 will select Section 8, 77 will choose public housing while the remaining 2 will select sales housing.

B. Available Housing Resources

1. Within or Near Overtown

Programmed housing resources in and near the Overtown study area are identified in Table 4.6 and Figure 4.3. All of these units have already been funded by the federal government. It is important to note that no new commitment of federal assistance is required to construct these units. An additional source of public housing, on a countywide basis, is listed in Table 4.7.

a) Elderly Efficiency Units (zero bedroom)

There are three housing projects, Florida 5-89 (Edcomm), Florida 5-91 (Phyllis) and Florida 5-94 (Wynwood) which will create a total of 199 units. Florida 5-89 and Florida 5-91 will be completed by early 1983. From this total of 199 units, the Overtown project will require 34 units.

TABLE 4.4
BUSINESSES IN THE STUDY AREA

<u>NAME</u>	<u>TYPE OF BUSINESS</u>
Mo's Liquors 641 NW 2nd Avenue	Bar & Lounge
Sam's Market 641 NW 3rd Avenue	Retail Groceries
Saunder's Laundry Mat 743 NW 3rd Avenue	Coin Laundry
Nick's Grocery & Sundries 232 NW 8th Street	Retail Grocery & Sundries
Nairobi Diner 734 NW 3rd Avenue	(CLOSED NO CONTACT)
Gibson's Motor Repair 720 NW 3rd Avenue	Motorcycle Repairs
The McDavis Guesthouse 718 NW 3rd Avenue	Room Rentals
The Odd Fellow Shoe Shine Parlor 716 NW 3rd Avenue	Retail Sales & Shoe Service
The Davaneisha Snac Bar 714 NW 3rd Avenue	Retail Sales, Sundries
Frances Beauty Bama 712 NW 3rd Avenue	Hair Styling & Dressing
710 NW 3rd Avenue	(CLOSED NO CONTACT)
Shoe Repair Shop 708 NW 3rd Avenue	Shoe Repair Shop
The Spot 706 NW 3rd Avenue	Shoeshine & Game Room
House of God Miracle Temple 700 NW 3rd Avenue	Church
Managemnt Company 225 NW 6th Street	Post Properties

TABLE 4.5
ESTIMATED RELOCATION COSTS

Estimated Relocation	Fam. & Ind. 328	Businesses 14
Tenants 323		Homeowners 5
Tenants Moving and Dislocation Allowance	323 @ 365 =	\$ 117,895
Homeowner Moving Costs and Dislocation Allowances	5 @ 500 =	2,500
Tenants Replacement Housing Payments	323 @ 4,000 =	1,292,000
Homeowner Replacement Housing Payments	5 @ 15,000 =	75,000
Businesses Displacement Payments	14 @ 8,000 =	<u>112,000</u>
	TOTAL	\$1,599,395

b) Elderly One-Bedroom Units

Florida 5-89, 5-91 and 5-94 housing projects will also provide 67 units of one-bedroom elderly housing. The Overtown project will create a need for 75 one-bedroom elderly units.

c) Family Efficiencies and One-Bedroom Units

The Overtown project will require 11 family efficiency units for replacement housing. DCHUD does not build this kind of unit for families.

The project called Civic Towers (Section 8-New Construction), which is now under construction in the Allapattah neighborhood, will provide 96 one bedroom units which could fulfill this projected need. The additional 25 cases requiring one-bedroom units, could also be accommodated by this project. In addition, the City of Miami is planning to rehabilitate 24 one-bedroom vacant units in Overtown which can be available for occupancy in the Fall of 1982. The City currently has committed \$750,000 for rehabilitation in Overtown.

d) Family Two-Bedroom Units

Three housing projects, Dade 8-12, Florida 5-75 and Civic Towers, will create 193 units of family two-bedroom accommodations. Dade 8-12 and Florida 5-75 will be available in early 1983 while Civic Towers will be available in late 1982. The Overtown project will require 57 family two-bedroom units.

e) Family Three-Bedroom Units

The Florida 5-75 housing project will also provide 10 of these units. The Overtown project will require 23 family three-bedroom units.

f) Family Four-Bedroom Units

Florida 5-75 project will provide 9 four-bedroom units. The Overtown project will require three of these four-bedroom units.

g) Family Five-Bedroom Units

At the present time, there are no five-bedroom units planned in the Overtown area. Some five-bedroom units could be available in Wynwood (Scattered Housing Program) that will be ready by late 1983. The Overtown project will require two of these five-bedroom units.

TABLE 4.6
RELOCATION RESOURCES IN OR NEAR OVERTOWN

	Unit Size Available						Expected Completion Date
	0 - Br Eld Fam	1 - Br Eld Fam	2 - Br	3 - Br	4 - Br	5 - Br	
Fla 5-89 (Edcomm)	121	33					early 1983
Fla 5-91 (Phyllis)	30	10					" "
Fla 5-94 (Wyn/Eld)	48	24					" "
Civic Towers		96	99				late 1982
Dade 8-12 Town Park			38				early 1983
Fla 5-75 (Culmer)			56	10	9		" "
Rehab Overtown		24					fall 1982
Total	199 --	67 120	193	10	9	--	

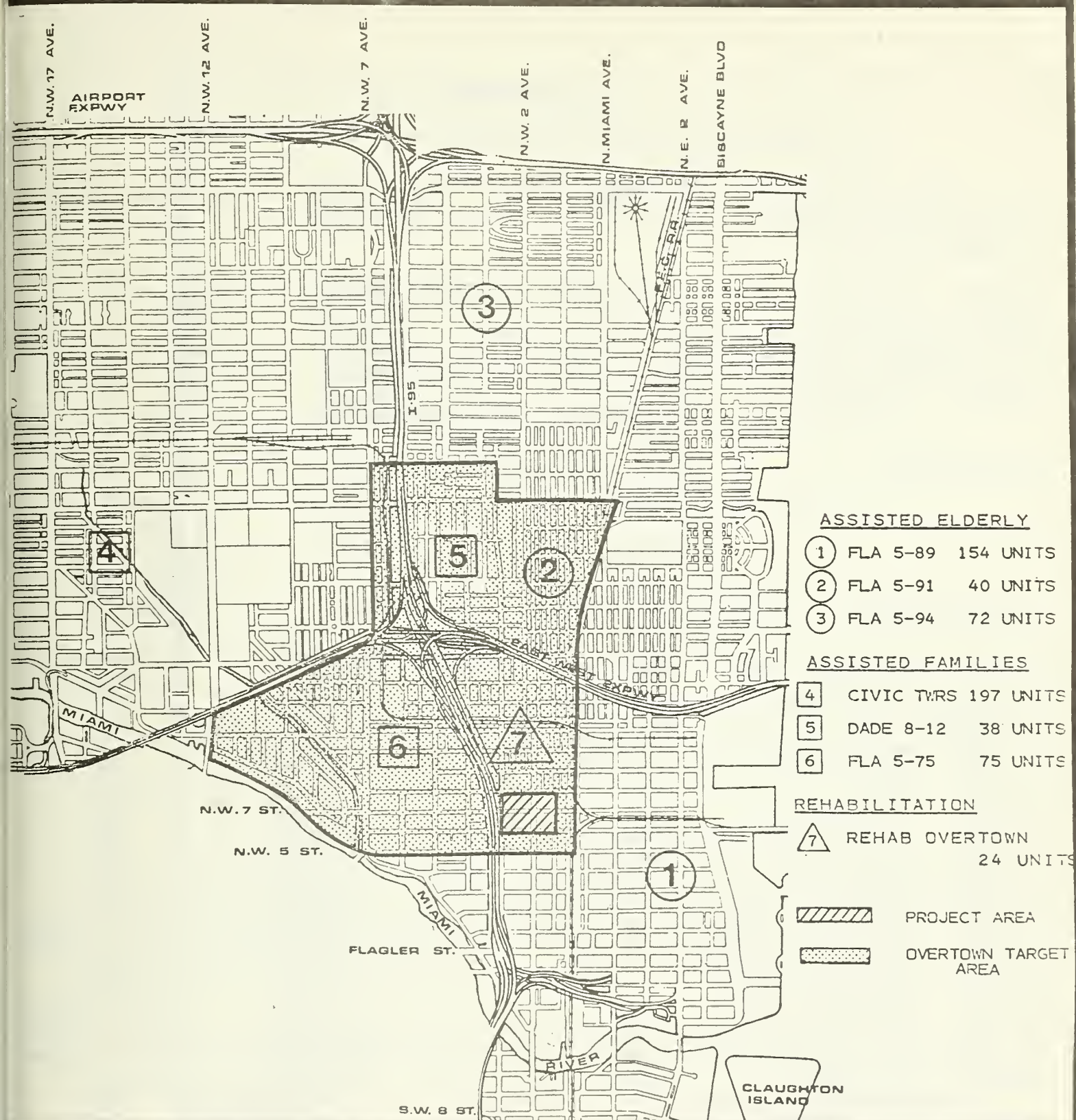
2. Countywide Resources

For those households wishing to relocate away from the Overtown area, there are a number of countywide public housing resources. Table 4.7 lists those resources which are available.

C. Evaluation of Available Resources In or Near Overtown

1. Elderly Efficiency Units (0-Br)

There is a surplus of 165 available units in this category.



PROGRAMMED HOUSING RESOURCES

FIGURE 4.3



TABLE 4.7

ADDITIONAL PUBLIC HOUSING RESOURCES COUNTYWIDE

<u>Project Number and Name</u>	<u>Units</u>		<u>Const. Cost</u>	<u>Completion Date</u>
	<u>Family</u>	<u>Elderly</u>		
<u>IN CONSTRUCTION:</u>				
Dade 8-6 Riverside		75	\$ 2,275,000	9/81
Dade 8-7 Grove Family	24		1,275,000	11/81
Dade 8-1 Wynwood	40		1,651,093	1/82
Fla 5-69 Moody Family	64		3,443,000	2/82
Dade 8-11 Little Havana I		75	2,425,000	3/82
Dade 8-8 Everglades I	66		3,154,000	4/82
	<u>194</u>	<u>150</u>	<u>\$14,223,093</u>	
<u>FHA PURCHASE:</u>				
Fla. 5-68	56		1,050,000	Purchased to date: 30
<u>IN DEVELOPMENT:</u>				
				<u>ESTIMATED COMPLETION DATE :</u>
Fla 5-74 Hammocks	120		4,800,000.	FY82-83
Fla 5-76 Allapattah	74		2,960,000.	FY82-83
Fla 5-78/80 Florida City	26	50	3,130,000.	9-82
Fla 5-79/84 Naranja	26	50	3,048,000.	9-82
Fla 5-81 Moody Elderly		50	1,360,000.	FY82-83
Fla 5-82 Goulds	40		1,265,000.	9-82
Fla 5-83 Perrine		20	744,000.	FY82-83
Fla 5-85 Homestead Fam.	11		400,000.	9-82
Fla 5-86 Turnkey Fam.	26		1,144,000.	9-82
Fla 5-87 Turnkey Fam.	30		1,255,000.	9-82
Fla 5-88 Turnkey Eld.	40		1,200,000.	FY82-83
Fla 5-90 Little Havana II		60	1,950,000.	FY82-83
Fla 5-92 City Scattered Sites	56		2,500,000.	Not available
Fla 5-93 City Scattered Sites	56		2,500,000.	Not available
Fla 5-94 Wynwood Elderly		72	2,665,000.	FY82-83
Fla 5-95 Opa Locka Elderly		50	1,750,000.	FY82-83
Fla 5-96 Homestead Elderly		30	1,000,000.	Not available
Fla 5-97 City Scattered Sites	54		2,500,000.	Not available
Fla 5-98 City Scattered Sites	54		2,500,000.	Not available
Dade 8-8 Everglades II	86		6,000,000.	FY82-83
Everglades Day Care			746,000.	9-82
Dade 8-3 Grove Elderly	65		2,416,906.	9-82
	<u>675</u>	<u>487</u>	<u>47,874,906</u>	

SOURCE: DADE COUNTY DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

2. Elderly One-Bedroom (1-Br)

There is a deficit of 8 available units in this category.

3. Family Efficiencies and One-Bedroom Units (0-Br and 1-Br)

There are sufficient units available. Refer to Section 4.2.2 B.1.c.

4. Family Two-Bedroom Units (2-Br)

There is a surplus of 136 available units in this category.

5. Family Three-Bedroom Units (3-Br)

There is a deficit of 13 units available in this category.

6. Family Four-Bedroom Units (4-Br)

There is a surplus of 6 available units in this category.

7. Family Five-Bedroom Units (5-Br)

It is anticipated that there should be sufficient units available. Refer to Section 4.2.2 B.1. g.

D. Strategy for Managing Deficit of Overtown Housing Resources

As the previous section indicates, there is a deficit of 8 one-bedroom elderly units and a deficit of 13 three-bedroom family units. To be conservative, it has not been assumed that any Dorsey Wheatly sales housing (30 units) or Culmer Park sales units (40 units) will be affordable to these families.

Two strategies will be employed for dealing with the deficit. The first is to provide Section 8 certificates to enable the people to find vacant housing within Overtown. The second, more direct, approach is to provide priority access to public housing turnover within Overtown. Public housing turnover averages 5% per year. Based upon this average, it is expected that 23 elderly units will be available per year and 22 family units annually. Table 4.8 indicates the sources of these units.

TABLE 4.8
POTENTIAL SOURCES OF PUBLIC HOUSING UNITS DUE TO TURNOVER

<u>Elderly Project</u>	<u>No. of Units</u>	<u>Family Project</u>	<u>No. of Units</u>
Claude Pepper Towers	160	Green Turnkey	21
Jack Orr Plaza	200	Rainbow Village	136
Highland Park	104	Town Park Village	145
Total	464	Culmer Place	151
		Total	453

However, the key to the successful relocation of the residents of Overtown is the timing of the project. Displacements will not occur until late 1982 or early 1983. By that time, Metrorail relocations will have been completed and new housing will become available.

F. Summary of Availability of Units for Relocation Resources

Based upon the analysis of housing resources, it can be concluded that all displacees wishing to remain in or near Overtown can be accommodated by the available relocation resources. This is true even with the assumption that all displacees would choose the Section 8 or public housing alternatives. Based upon the experience in working with the Overtown community for Metrorail relocations, it is DCHUD's projection that approximately 40% of the persons displaced will choose the private rental market. As a result, relocation activities for the residents of the Overtown Station Area Redevelopment can be carried out consistent with the desires of the residents to remain in or near Overtown due to the City and County policy of timing displacements with the availability of relocation resources (see Figures 4.4 and 4.5).

G. Relocation Assistance

DCHUD has established a central relocation office for the execution of relocation programs on a countywide basis. The office is staffed with a variety of administrative personnel as well as business and residential relocation advisors. This staff has been well-versed in relocation activities and undergoes periodic in-service training to further their capabilities.

Dade County HUD staff assists displaced persons by providing replacement housing referrals for both public housing resources as well as the private rental/sales market. For the private market resources, a detailed inventory of available comparable replacement units is maintained at the relocation office. Weekly listings are obtained from the three largest private market rental agencies, two daily newspapers are reviewed and, periodically, advertisements for additional units must be run. The five owner/occupants identified in the DCHUD tenant survey may qualify to participate in one of the 44 second mortgage program houses which are under construction in Overtown. DCHUD can expedite acquisition of their properties if they wish to purchase a second mortgage unit.

The U.S. HUD Section 8 Housing Assistance Payment Program provides housing assistance for eligible low income individuals and families. In order to assist these residents, the Dade County HUD Section 8 Housing Assistance Program officer receives 200 to 300 new certificates each year. Additionally, the Section 8 program maintains a 5% availability rate at any given time. Priority for certificates are provided to displaced residents as a result of programs such as the redevelopment proposal.



City of Miami

HOWARD V. GARY
City Manager

February 3, 1982

Mr. Edward Fleischman
Acting Director
Planning & Analysis Division
Office of Program Analysis
Urban Mass Transportation Administration
400 - 7th Street, S. W.
Room 9305
Washington, D. C. 20590

Dear Mr. Fleischman:

The purpose of this letter is to confirm the intent of the City of Miami Administration to time the displacement of residents within the Overtown transit redevelopment area with the concurrent availability of housing resources for the displacees in or near Overtown.

This policy has been explicitly discussed with the City and County Commissions and will be an official guideline in the relocation process.

With best wishes,

Howard V. Gary
City Manager

FIGURE 4.4



METROPOLITAN DADE COUNTY • FLORIDA

1401 N.W. 7th Street
Box 350250 — Riverside Station
Miami, Florida 33135
547-7599

Department of
HOUSING & URBAN DEVELOPMENT
OFFICE OF DIRECTOR

January 6, 1982

Warren Higgins
Transportation Coordinator
Dade County Transportation Administration
44 W. Flagler Street
Miami, Florida

Dear Warren,

This responds to the concerns raised about this Department's relocation policies, specifically relating to the final EIS statements for the urban initiatives grant for the Overtown Station area.

In accordance with our policy, families displaced from the Overtown Station area, and families elsewhere in Overtown who may be displaced by other government acquisition, will be given first priority for any vacancies in existing public housing in Overtown and any new project constructed in Overtown.

I trust that this policy statement will be sufficient to answer the concerns of the UMTA officials reviewing the final EIS.

Sincerely,

Melvin J. Adams

MJA/er

FIGURE 4.5

Relocation advisors are active in the field every day, taking new information and disseminating it among the staff members. DCHUD building inspectors are trained to make referrals to the relocation office as new rentals or sales units are found. Other housing sources are identified by checking FHA repossessions and maintaining a list of rent supplemented programs in Dade County by which DCHUD displacees will receive priority consideration. However, public housing and Section 8 housing are the most available resources. If any problems arise which require specialized attention, the DCHUD Human Resources Division may provide additional assistance. As necessary, staff will refer them to other social service agencies such as the Dade County Division of Family Services.

DCHUD will also provide relocation assistance to the fourteen displaced businesses. A special business relocation staff is available to take care of these displacees. The staff provides services such as consultation, current information on relocation sites, economic information and referrals to the U.S. Small Business Administration (SBA) for financial assistance. In addition to listings, there are numerous vacant commercial properties in the Overtown area which can be used as resources. The businesses will be provided with the opportunity to relocate back into the study area when redevelopment occurs. As needed, minority businesses can be provided with technical assistance. Public assistance in the form of additional relocation resources may be sought through redevelopment and rehabilitation programs currently underway while financial support may also be received from private lending institutions. Counseling services are also available in order to assist in the decision making process.

Acquisition activities will be closely coordinated with the project's construction schedule. DCHUD anticipates that all displacees will have six months from the date of acquisition to decide upon replacement housing. The Uniform Relocation Act requires that a minimum of 90 days notification be provided before residents must vacate. No one will be forced to move until comparable housing has been located.

4.2.3 ACCESSIBILITY TO JOBS AND SERVICES

A necessary supportive element to the success of the redevelopment proposal will be the proximity of Metrorail. The intensive land use proposed for the area will be most effectively serviced by the rapid transit system. It is estimated that by the year 2000, the Overtown station will serve more than 8,000 patrons daily. The majority (47%) will arrive on foot while 22% will come by bus and the rest by private autos. Moreover, 66% of the transit patrons will leave the station on foot. *

* Sources: Mode Choice Model Patronage Forecase for 1985 prepared by The Kaiser Transit Group and System Specification Document for Year 2000 by the Kaiser Transit Group.

Conversely, to maximize rapid transit patronage, a concerted, intensive development effort is needed. As a result, both elements will be complementary. The no action alternative would not provide the needed incentive to enhance rapid transit patronage. While the all private investment alternative would stimulate development, the city/county preferred alternative has greatest potential for insuring the intensive planned development.

Present bus service is infrequent and circuitous in its routings due to an overburdened and under-equipped fleet. The new Metrorail system will, however, dramatically improve mobility and regional access for Overtown residents. In addition, jitney service, which is a popular mode of mass transit in the Overtown area, will be afforded special passenger pick up/ dropoff facilities at the station.

The Metrorail system will improve accessibility to various activity centers for persons working or living in Overtown. Among those activities are:

- 1) State of Florida and Dade County community service agencies in the Civic Center.
- 2) The Jackson Memorial/University of Miami medical center complex with its attendant health care services and a concentration of over 25,000 jobs.
- 3) The Santa Clara Produce Market is the South Florida region's largest selection of wholesale priced fresh produce, citrus, meats and poultry products.
- 4) Booker T. Washington Junior High and Jackson Senior High School.
- 5) The Northside shopping center which provides the largest concentration of over 25,000 jobs.
- 6) The Hialeah and Okeechobee industrial districts with the region's highest concentration of manufacturing and wholesaling employment opportunities.
- 7) The Dade Community College Civic Center and Downtown campuses.
- 8) The University of Miami campus.
- 9) The Dadeland regional shopping center and the Dadeland office center.
- 10) The Brickell office center with over 14,000 jobs.
- 11) The Downtown office center with over 80,000 jobs.

A principal benefit of the redevelopment proposal, in terms of land accessibility, will be the element of enhanced safety for those walking to

the Overtown station. Present conditions create an unsafe, unattractive, area which will severely limit local access. New activities, landscaped streets, widened walkways and signalized intersections will reverse this condition.

4.3 ECONOMIC AND FISCAL IMPACTS

4.3.1 EMPLOYMENT OPPORTUNITIES

A. No Action Alternative

The no action alternative would have no beneficial impact on employment opportunities. Rather, it is expected that employment would decline slightly under this alternative.

B. All Private Investment Alternative

The all private alternative would ultimately result in an employment impact similar to the public/private development alternative, i.e. the creation of an estimated 1,367 permanent jobs. Although it is anticipated that a similar development program would eventually be carried out, it is projected that it would take place over a significantly longer time frame.

C. Public/Private Investment Alternative

The public/private alternative will significantly stimulate economic growth in the area. The redevelopment plan is geared toward increasing retail space, office space and housing in a short term range as well as constructing a hotel by 1986. Table 4.9 provides a comparison of current and projected economic activity, in terms of square footage in the area. The geographical aspect of the study area (i.e. proximity to Government Center, I-95 and the Overtown transit station) will promote economic development as indicated.

The public/private alternative will increase economic activity in the community and create additional employment opportunities of both permanent nature and temporary. Table 4.10 provides a breakdown of permanent job opportunities and an estimate of construction jobs.

4.3.2 PUBLIC REVENUE BENEFITS

A. No Action Alternative

The no action alternative will result in a net decline in tax revenues received by the city. In 1980 dollars, it is estimated that this decline will result in a loss of \$150,000 per year. Since it is likely there will be additional business closures, it is anticipated that retail sales tax revenues will decline from \$46,000 to \$30,000 in 1980 dollars.

The past trend of declining values of improvements in the project area would continue and this will mean, over the next ten years, a loss of \$1,500,000 in tax base. Land values likewise have suffered a relative

TABLE 4.9
Current and Projected Economic Activity*

	<u>Retail</u> **	<u>Office</u> **	<u>Housing</u> **	<u>Hotel</u>
Current	2,500	0	100,000	0
After Project	60,000	200,000	520,000 670,000	150 room
Change	+57,500	+200,000	420,000 +570,000	+150 rooms

* As recommended in A Market Reconnaissance Analysis and Determination of Development Opportunities for the Overtown Section of Miami, Florida, prepared by Gladstone Associates, 1979.

** In Square Footage

TABLE 4.10
JOB OPPORTUNITIES

<u>Job Type</u>	<u>Percent</u>	<u>Permanent No. of Jobs</u>	<u>Temporary (Construction, etc.) No. of Jobs</u>
OFFICE SECTOR			
(TOTAL)	100%	1,000	400
Clerical	35%	350	
Technical	20%	250	
Professional	40%	400	
Managerial	5%	50	
RETAIL SECTOR			
(TOTAL)	100%	150	108
Clerical	75%	113	
Professional	20%	30	
Managerial	5%	7	
HOTEL			
(TOTAL)	100%	150	216
Service	85%	127	
Technical	10%	15	
Managerial	5%	8	
RESIDENTIAL MANAGEMENT			
(TOTAL)	100%	67	1,072
Service	60%	40	
Technical	30%	20	
Managerial	10%	7	
TOTAL		1,367	1,796

Source: Gladstone Associates

decline in value with respect to the citywide land assessments. Failure to keep pace with citywide assessed value increases will cost the city and county approximately \$1,000,000 in decreased land value tax base during the next ten years.

The excessive crime rate currently in the community can adversely affect public revenues from transit patronage. If the incidence of crime and environmental blight are not reduced under the no action alternative, it is estimated that at least 25% of these trips (which include Government Center ridership, plus elderly and school age beyond a four block walk) will be lost.

On the positive side, vacant land in the target area is assessed at an average of \$3.60 to \$5.80 per square foot which is only 10% to 15% of the \$35.00 per square foot value in the Government Center, two blocks to the south. Taxes on this land would enable current minority owners to carry the property for ten years or more until development occurs and at a cost of only \$6,000 to \$7,000 per acre, 15¢ per square foot in anticipation of speculative increases in price that would achieve parity with Government Center values. This assumes an increased assessed value for the ten year period at a rate consistent with the past five years (4% per year). Moreover, local government programmed expenses of \$1,000,000 for relocation (Community Development funds) and approximately \$1,000,000 in housing bond funds would be available for reprogramming to other neighborhoods and/or projects.

B. All Private Investment Alternative

Under the private development alternative, the property tax and sales tax revenues are likely to be similar to the revenue benefits from the public/private sector development program with a caveat that the design year for achieving these benefits would be 1991 rather than 1986.

C. Public/Private Investment Alternative

Table 4.11 provides an analysis of public revenue increase under the public/private alternative, based upon property taxes, retail sales tax and gross income tax. It can be noted that this alternative will have a significantly positive impact upon property tax revenues for government.

4.3.3 MINORITY BUSINESS ENTERPRISE AND EMPLOYMENT ACTIVITIES

A. No Action Alternative

Under the no action alternative, minority equity enterprise and employment opportunities would be reduced. One reason is that there are few buildings which are structurally sound. Another is that the environment for retailing and service oriented businesses is presently poor.

TABLE 4.11
PROJECTED PUBLIC REVENUE INCREASES

<u>Property Tax Revenues</u>	<u>Dollars</u>
(a) Property tax base after project	\$ 19,777,050
Property tax base to be removed	(3,712,257)
Net property tax base increase	16,064,793
(b) Annual property tax revenue after project	602,431
Annual revenue prior to project	(118,792)
Net annual property tax revenues increase	483,639
(c) Assessed value of property after project	19,777,050
Local tax rate	.030472
Property tax revenue after project	602,431
Retail Sales Tax Revenues	\$ 288,000
<u>Estimated Gross Income Tax Revenues</u>	\$ 5,360,000
<u>Net Fiscal Impact</u>	
Before project	46,000
After project	289,620
Change	243,620

B. All Private Investment Alternative

Under the all private investment alternative, there would be a significant increase in minority employment opportunities similar to the increase achieved in the public/private alternative. However, this increase in opportunities would not be achieved for many years. The opportunity for minority enterprise development in the private investment alternative would be severely diminished and would probably be similar to the countywide business development rate. Under this alternative, it is more likely that Latin and Anglo businesspersons would dominate the retail sector and also essentially control equity participation in the development process. Any concerted effort to joint venture with other minority firms would be at the initiative of major developers as there would not be any public guidelines or policies encouraging minority participation.

C. Public/Private Investment Alternative

Acknowledging the fact that Overtown historically has been and currently is an almost exclusively black community, Dade County and the City of Miami are attempting to insure maximum black involvement in the redevelopment process. In view of the varied persons (i.e. property owners, tenants, business persons) with a strong interest in the Overtown community, policies have been set forth for providing opportunities in the following areas: land disposition and development; minority business enterprise; and minority employment.

More specifically, the following goals have been established for the various project phases:

- 50% equity investment goal in project developments
- 50% black construction goal in direct UMTA funded activities
- 25% black contracting goal in the overall project
- 50% black construction hiring goal
- 60% black retail space ownership goal

The 50% equity investment goal is based on the fact that 23 of the existing 34 property owners in the project area are black. It is assumed that most of these property owners are interested in equity participation in the redevelopment process.

The 50% black contracting goal is based on the assumption that a sufficient number of black contractors are available within Dade County to respond to these opportunities. This goal applies to directly related expenditures for street improvements, beautification and demolition contracts.

* See Section 2 of the Technical Report, "Employment Initiatives Plan for Overtown Station Redevelopment Study Area" as prepared by Dade County Community Action Agency, 1981.

The 25% black contracting goal for the overall proposal is based upon the goal established for the construction of the transit system which has proven to be realistic.

The 40% black permanent hiring goal is based on the assumption that 25% of the office employees would be black. This is comparable to the current percentage of black office employees of the federal government in Miami. It is assumed that 80% of the hotel employees would be black.

The 60% black retail ownership goal is based on the assumption that local convenience shopping outlets will be entirely black owned and comparison shopping outlets related to transit development will achieve 60% black ownership. Black ownership goals will be facilitated by the availability of considerable venture capital through the mechanism of the Miami Capital Development Corporation. This quasi-public corporation, created by the City of Miami has over \$5 million available to private black business development in the civil disturbance areas.

Disposition of land acquired for redevelopment in the study area will be made in the following order of priority:

1. Property owners
2. Community based organizations capable of urban development
3. Responsive black developers
4. Other responsive developers who demonstrate a willingness to joint venture with minority developers

All developers engaged in project will be required to establish black business contracting, black equity investment and black hiring goals, for the subject development and will be required to do so prior to land disposition. Each such developer will be required, upon request by project management officials, to demonstrate that a "best effort" has been made to reach all black participation goals. These goals will be monitored by the Overtown Redevelopment Coordinator, a senior staff person in the City Manager's Office and the oversight group discussed in Section 4.4. The oversight mechanism will take the form of report evaluation, on site inspections and related activities.

This development strategy is exemplified by the Overtown Shopping Center Project wherein the City of Miami and the Overtown Economic Development Corporation (a community based organization) jointly applied for and received a \$1.6 million grant from the Economic Development Administration of the U.S. Department of Commerce, to construct a 38,000 square foot retail complex (to induce a major food chain store to locate in Overtown) approximately six blocks north of the study area.

All respondents to the land disposition bids will be required to file a black equity participation plan indicating how they would meet the goal of 50% equity participation. Property owners whose land was purchased for redevelopment will have the option of participating as general equity partners at a dollar level equal to the purchase price of their land.

For example, if an existing property owner's land is acquired for one half million dollars and the developer responding to the public prospectus for that development site needed \$1 million in equity to carry out the project, the previous Overtown property owner would have the guaranteed option of participating as an equity partner to the level of one half million dollars. Technical assistance will be provided to property owners so that they can be aware of their rights and responsibilities in the development arrangements that are structured in response to the public bids.

Prior to any offer for acquisition or institution of a condemnation proceeding, the property owner shall be afforded an opportunity, upon reasonable notice, to demonstrate readiness, willingness and ability to go forward independently with the development of his or her property in a manner which is in concert with the planned development or the study area, as approved by the County Commission. Presumably, the property holders face substantial capital gains taxes on the sale of their land. It is possible that if, instead of selling their land outright, they exchange it for stock in a development corporation, they can avoid, or at least defer, these taxes.

In addition to the possible tax benefit, this approach would permit the property owners to aggregate their potential investment capital and thereby collectively obtain more financial leverage than they would have as individuals. They could then pursue a number of different roles in the development of the area. For example, they might use a portion of the land sale proceeds to form a MESBIC (Minority Entrepreneurship Small Business Investment Corporation) to invest in various projects. Alternatively, the development corporation might choose to concentrate its investment in a single project which it would control.

4.3.4 MINORITY BUSINESS ENTERPRISE EFFORTS

A. Technical Assistance

In an effort to promote minority equity participation in this redevelopment project, the City of Miami contracted with a minority firm for the publication of a promotional brochure entitled: "Overtown, a Community Restored", in April, 1980. This brochure has been widely distributed and has generated numerous inquiries from minority developers and black contractors.

Through the effective use of the economic development delivery systems currently in existence, in the presence of Miami Capital Development, Inc. (MCD) and the Overtown Economic Development Corporation (OEDC), black participation in the development opportunities from this project will be assured.

These organizations, established with Community Development Block Grant funds specifically for economic development, will provide business expansion and relocation loan packaging assistance for businesses displaced by the project and/or wishing to establish operations in the redevelopment site.

B. Commercial Space: Ownership and Leasing

In cooperation with the Overtown Economic Development Corporation, the Miami Capital Development Corporation will identify black entrepreneurs throughout Dade County who may wish to own, occupy, or lease commercial space and operate retail facilities in the redevelopment area. This list will be compiled in cooperation with the Miami-Dade Chamber of Commerce (known as the Black Chamber) and the Dade County Office of Black Affairs.

C. Other Methods/Financial Assistance

1. Other Methods

Several other methods will be employed to assist minority contractors; for example:

- a. A second brochure will be prepared highlighting the opportunities for minority contracting.
- b. A senior City of Miami official will be designated as a contact point to facilitate minority contracting.
- c. Minority contractors will be assisted in prequalifying for project's bid list.
- d. Proposed contracts will be evaluated to avoid "fronting".
- e. Special assistance will be provided in meeting bonding requirements by Contractor's Training and Development, Inc. This grant has recently received \$400,000 for this purpose.
- f. The New Washington Heights Economic Development Conference, funded by the State of Florida and Contractor's Training and Development, Inc. will provide administrative assistance, management help and cost estimating.

2. Available Funds

In addition to the funds the City of Miami is providing to the Overtown Economic Development Corporation, there are several sources of capital and business development assistance available to minority entrepreneurs and businesses that employ minorities including:

- a. \$800,000 made available to Contractor's Training and Development, Inc. for the purpose of bonding insurance and providing short term loans to contractors to offset cash flow problems.

- b. \$5 million has been made available from the EDA to the Miami Capital Development Corporation to set up a revolving loan fund for black businesses.
- c. \$600,000 has been made available from HUD discretionary funds to provide insurance subsidies and high risk equity capital to prospective entrepreneurs.
- d. \$5 million has been set aside by the state for assistance to community development corporations, business tax credits and other incentives to encourage investments in civil disturbance areas including Overtown.

D. Minority Employment

Unemployment in Overtown is significantly higher than in the rest of Dade County. In view of this, assurances have been made by governmental entities that a high percentage of Overtown residents will be employed in any public and publicly assisted project within the Overtown area.

A mechanism will be established to assure referral of the unemployed to the new positions in an effort to fully attain the goal of 60% black employment. At present, there are two organizations within the community which provide referral and job development services for the unemployed residents and they will be integrated into the employment network. The community based programs are:

1. The Overtown Jobs Program (OJP) which received \$175,000 in Community Development funds to provide a multi-faceted employment and training program specifically for Overtown residents. In addition to reimbursement and making direct referrals to public and private sector employers, the OJP is also instrumental in establishing training programs in specific skill areas to enhance the employability of its participants.
2. The Overtown Economic Development Corporation (OEDC) was selected by the Metropolitan Dade County Commission to serve as an agent to provide general labor force and construction management services for the construction of the Culmer/Overtown Neighborhood Facility (a \$3 million project). This contract with the County has afforded the OEDC the opportunity to establish itself as a viable entity for securing employment, hence establishing a precedent which could be effectively utilized for hiring in the construction phase of the project.

In addition to the above, the Dade County Office of Transportation Administration and the City of Miami will work closely with existing job development programs such as the Private Industry Council and the CETA funded Manpower Training Centers office to promote hiring of Overtown residents during construction of the transit station, its immediate area and for operational positions. Recruiting, intake and

counseling will be offered as preliminary services in referral to training programs. The Overtown Redevelopment Plan, as adopted by the city, anticipates placing participants in the countywide system for allocation of training slots in training institutions, such as Dorsey Skills Center, Miami Skill Center, Miami Lakes Technical Center and Lindsey Hopkins. There will be close coordination with Dade County Community Action Agency, for social services which the agency may provide to program participants, Manchild day care program for free day care and the City of Miami Medical Clinic for medical examinations and medical follow ups. The tools and lines of communication have been established for many of these services and are currently in existence.

4.4 OVERSIGHT MECHANISM

In response to requests from the Overtown community to be provided with assurances that their concerns would be adequately addressed and their input utilized in the development process with regard to the Overtown and Culmer transit station areas, a monitoring mechanism has been established. Inasmuch as a community participation structure existed within the area in the form of the Overtown Advisory Board (OAB), it was most feasible to delegate redevelopment oversight to this body and/or its designees.

The OAB is the partially elected, partially appointed representative body of the Overtown target area and is duly recognized by the community. The Board is composed of ten members including two residents, four property owners, two community based organization representatives, and two business persons.

The Board has the option of either assuming direct responsibility as the monitoring mechanism or it can delegate some of the responsibility to an advisory body comprised of individuals with technical expertise (i.e. an architect, developer, attorney, etc.). The latter approach was used during the preparation of this document, whereby a five member sub-committee of the OAB worked in conjunction with local officials to respond to the issues articulated by the community during the scoping meetings preceding preparation of this document. These issues dealt largely with displacement, development of an oversight mechanism, black equity participation in redevelopment and minority employment opportunities. Regardless of the format used, the OAB will make recommendations directly to the respective City or County Commissions for their consideration and response subsequent to performing the following tasks:

- a. Reviewing, evaluating, and making recommendations for approval, disapproval or modifications of policies, plans, programs, grant applications and projects affecting the area.
- b. Monitoring, and influencing the development phases of the project including land acquisition, relocation, land management, preparation of land disposition guidelines, evaluation of land disposition responses and urban design.

- c. Monitoring and reporting on all phases of minority participation, including construction contracting, construction hiring, permanent hiring, business ownership and business management.

There are, in Overtown, several community groups working to influence any redevelopment which takes place. Currently, there is a movement within Overtown to establish an Overtown Development Authority (ODA) with duties, responsibilities, and authority similar to that of Miami's Downtown Development Authority. The Committee fostering this concept has approached the Overtown Advisory Board in an effort to not only secure its endorsement, but to have the OAB agree to serve as the proposed instrumentality. The OAB has taken the recommendation under advisement but has not rendered a decision as to the position it will assume.

While it may be beneficial from the standpoint of impact for the community to form a coalition of community based organizations, there are certain statutory restrictions which may delay the immediate development of an authority. In view of this, it is the position of the City and County not to attempt to deter the establishment of an ODA, but rather to isolate the issue of a redevelopment authority from the monitoring mechanism and apprise the community of the pertinent issues which would have to be addressed in the formation of such an authority. Included are the resolutions of many questions regarding funding sources and the authorization to administer the use of tax revenues.

In summation, the city and county administrations acknowledge the ODA proposal as having some merit; however, in view of the many unresolved issues, the establishment of an Authority should not have bearing on the process which can be immediately implemented for overseeing the development of the subject area.

4.5 NATURAL ENVIRONMENTAL IMPACTS

Impacts upon the natural environment, as a result of any of the alternatives under consideration, are generally not significant. This was confirmed at the scoping meetings held in November 1980. In the following sections, impacts of the all private investment alternative and the public/private alternative are similar in scope and are addressed as a combined section.

4.5.1 ENERGY IMPACTS

A. No Action Alternative

In comparison with the other two alternatives, the no action alternative will result in a short-term higher level of energy consumption in terms of transportation requirements and a lower relative energy consumption rate for electricity.

*
See the "Overtown Development Authority Proposal" included in the Technical Report.

The low intensity development encourages the expenditure of fuel by residents in order to access employment activities and services which are located outside of the study area. Conversely, this low intensity development does not result in a substantial draw upon electricity supplies for lighting, air conditioning and power.

B. All Private Investment Alternative and
Public/ Private Investment Alternative

The intensive development envisioned under both schemes will generate energy consuming activities. While both will establish higher demands for electricity for lighting, air conditioning and power, it is too early to determine specific densities for land use mixtures and calculate energy demands for funding the developments. The implementation of energy efficient architectural design can be mandated by the public/private investment alternative. It is likely that the all private alternative would also encourage similar energy saving architectural features in view of trends.

Indirectly, there should be a positive effect for either alternative in terms of fuel consumption. High intensity development affords individuals the opportunity to reside near to their place of employment. Moreover, the proximity of Metrorail enhances accessibility into and from the area and reduces dependency upon the private automobile. Concurrently, intensive development will enhance rapid transit patronage. While the potential for energy savings clearly exists, it cannot be quantified at this time.

4.5.2 AIR QUALITY IMPACTS

A. No Action Alternative

The primary source of air pollution is from vehicular traffic through the area as well as on the I-95 Expressway. Air quality will not be adversely affected by the no action alternative. In view of the excellent access provided by the Overtown Station, most patrons will reach this station on foot. Additionally, there will not be any long term parking provided for the station. Therefore the vehicle miles travelled in the area will not be affected.

B. All Private Investment Alternative and
Public/Private Investment Alternative

Industrial activities will not be permitted within the study area by virtue of land use and zoning constraints. Therefore, the major sources of air pollution will result from vehicular traffic and construction activities (short-term).

While the redevelopment proposal will have impact upon air quality by drawing more traffic into the area, the proximity of Metrorail and the intention to place limitations on the amount of parking will mitigate adverse impact upon air quality by encouraging the use of public transportation.

Excavation and ground disturbances during construction activities will increase fugitive dust levels. Measures for dust control, as mandated by Dade county and City of Miami Codes will be required of all contractors.

4.5.3 NOISE IMPACTS

A. No Action Alternative

As noted in Chapter 3.0, ambient noise in the community is affected by traffic on the I-95 Expressway and the landing/takeoff patterns at the Miami International Airport as well as typical street traffic. The noise levels in the community would not be influenced by the no action alternative.

B. All Private Investment Alternative and Public/Private Investment Alternative

Slightly higher noise levels can be expected with more intensive development. This increase will come from increase in traffic and overall activity in the study area. According to Dade County Department of Environmental Resources Management, noise levels would not be excessive. Moreover increased dependence upon air conditioning in newly constructed buildings will mitigate noise impacts.

Construction activities will generate noise on a short-term basis. Noise mitigation measures will be required for either alternative pursuant to Dade County and City of Miami Codes.

4.5.4 WATER QUALITY AND SUPPLY

A. No Action Alternative

Existing water quality and supply will not be affected by the no action alternative. The level of demand will be low due to the low intensity of land use in the area.

B. All Private Investment Alternative and Public/Private Investment Alternative

Both alternatives will result in similar demand upon water supply and sewer facilities. While no specific levels of water flow and effluent discharges can be determined at this time, the City of Miami Public Works Department has indicated that existing water and sewer capacities can handle future demands as a result of either alternative. Neither project would impact surface or potable water quality.

4.5.5 IMPACTS UPON FLOOD PLAINS

A. No Action Alternative

As this alternative would not induce new construction, observance of flood criteria requirements would not be applicable despite the fact that the study area is located within the 100-year Flood Zone (as delineated

by U.S. Department of Housing and Urban Development). However, the high percentage of vacant underdeveloped land in the area significantly enhances soil percolation abilities for standing water.

B. All Private Investment Alternative and
Public/Private Investment Alternative

Either one of the development alternatives will be designed according to applicable U.S. HUD flood criteria standards.

4.6 SHORT TERM CONSTRUCTION IMPACTS

A. No Action Alternative

As this alternative would not result in any short range construction, there are no construction impacts associated with same.

B. All Private Investment Alternative

Construction activities will impact existing residents in the study area. Impacts include: displacements, noise, air pollution, impeded circulation through the study area and safety/security of the residents. This option will likely result in a long term construction schedule as redevelopment will occur on a small scale basis dependent upon prevailing market forces.

Land acquisition and displacements cannot be predicted with any certainty. Development will result strictly based upon private market forces. Thus, construction will take place over a long period or time and on a piecemeal basis.

Noise generated by construction activities will impact residents of the study area. As mentioned earlier, there is a possibility of becoming surrounded by several different construction sites. L_{eq} noise levels from construction activities between 10 and 15 feet from residential receptors will range between 92-97 dBA for heavy equipment. Noise levels from construction activities located 50 feet from receptors will range between 86-91 dBA (L_{eq}).^{*} Contractors will be required to comply with Dade County and City of Miami Codes specifying hours for construction activities. As development progresses and air conditioned buildings are constructed, the impact of noise upon interior areas will decrease.

Fugitive dust levels will increase as a result of construction activities. Contractors will be required to comply with all dust control requirements as mandated by applicable local codes.

^{*} Source: Downtown People Mover Final Environmental Impact Statement, Miami, Florida, November 1980.

Pedestrian and vehicular traffic will be impeded by construction activities. Coordination with the Dade County Department of Traffic and Transportation will occur to develop a traffic maintenance plan during construction.

Construction activities will result in areas of potentially hazardous conditions to pedestrians and construction workers. As redevelopment occurs and volumes of pedestrians increase, movement of construction vehicles and open excavations will pose potential threat. Contractors will be required to comply with applicable local codes to minimize the threat of danger.

Grading, grubbing and demolition work will result in generating solid waste. Debris will include soil material, demolition debris such as wood, brick, plaster and stone and steel fragments. Solid waste will be disposed of at approved County land-fill sites, resource recovery plant or may be resold for fill by private contractors as permissible.

C. Public/Private Investment Alternative

Construction impacts associated with this alternative are generally comparable to those discussed in the previous section. However, there are features associated with this alternative which will mitigate these impacts.

1. Construction/redevelopment activities will be carefully scheduled according to the Overtown Station Area Redevelopment Plan for the rapid transit system which is currently under preparation; and
2. Specifications for construction contractors will be carefully monitored by the City of Miami and Dade County to assure that the best methods of impact mitigation are implemented.

Construction will be carefully staged to minimize noise and dust impacts upon nearby parcels. Additionally, contract specifications will require that construction activities are scheduled for the least disruptive times of day. The least noise generating equipment available will be required in sensitive locations. Access to residential structures will be maintained at all times. Moreover, redevelopment will occur over a shorter period of time, thus the duration of construction impact will be reduced.

4.7 UNAVOIDABLE ADVERSE IMPACTS

A. No Action Alternative

Short Term Impacts:

1. The declining physical and socioeconomic conditions of the community would continue unabated.

Long Term Impacts:

1. Long term land values would decrease.
2. The tax base would also decrease resulting in a significant decline in public revenue benefits.
3. Stimuli to redevelopment and reinvestment in the study area would be deterred.
4. Opportunities for minority business development and minority investment targets would exist to a much lesser extent.
5. Potential ridership for rapid transit in Overtown would not be maximized.
6. The job market within the community would not be improved.

B. All Private Investment Alternative

Short Term Impacts:

1. If left reliant upon private market forces, the redevelopment of the area would not occur in the short-run. A slow decline in existing conditions is predicted for the next 10 years.

Long Term Impacts:

1. Development through private market forces offers no assurances to encourage minority business redevelopment.
2. There would be no target for minority investment opportunities.
3. Market forces would not generate construction of low/moderate cost housing in the community.
4. Private investors may not seek to promote and preserve the cultural aspects of the community.
5. Residential and commercial displacees, as a result of private redevelopment, would not have the benefit of relocation assistance.
6. Community involvement in the redevelopment process would be minimized or eliminated.

C. Public/Private Investment Alternative

Short Term Impacts:

1. Construction impacts and temporary circulation congestion would occur.

Long Term Imapcts:

1. There would be a large scale displacement of 328 units which house 503 individuals and 14 businesses which employ thirty persons.

4.8 IRREVERSIBLE AND IRRETRIEVABLE COMMITMENT OF RESOURCES

A. No Action Alternative

This alternative would not result in any irreversible or irretrievable commitment of resources.

B. All Private Investment Alternative and Public/Private Investment Alternative

Development, construction and operation of either development alternative will require the commitment of resources which can be considered irreversible and irretrievable. These include land, construction materials, manpower and energy.

Land

Redevelopment would necessitate the usage of land within the four block area. In view of the amount of vacant or under utilized land, redevelopment would create an opportunity to enhance the efficiency of land use.

Construction Materials

Materials required to redevelop the community will include concrete, cement, lumber, steel and other fabricated metals for construction of the structures. At this time, quantity cannot be estimated, however, none are considered to be in short supply.

Manpower

Labor expended during construction activities cannot be retrieved. However, this will benefit the economy of the region by stimulating job opportunities.

Energy

Construction and operation of the community during redevelopment and once redeveloped will require outlays of electrical and petroleum energy which will be supplied both locally as well as from outside the region.

4.9 SHORT TERM USES OF THE ENVIRONMENT VERSUS LONG TERM PRODUCTIVITY

A. No Action Alternative

This alternative would result in the continued short term degradation of

the community. The blighted conditions would continue resulting in substandard quality of life for residents and entrepreneurs. Consequently, long term productivity for the community would be hampered by the aforementioned conditions.

B. All Private Investment Alternative

This alternative would not evolve during a short term. Instead it would likely be the result of a mid-range time commitment. However, the all private investment alternative would primarily create a major displacement of residents without any relocation assistance. Most likely, high cost non-assisted housing would be developed in the community, thus precluding the opportunity for current residents to return to the area.

The long term productivity as a result of this alternative would be significantly beneficial as the socio-economic and physical conditions of the community would be enhanced. Its compatibility with surrounding activity centers would be heightened, as well as enhancing transit patronage, system safety and security.

C. Public/Private Investment Alternative

The short term impact upon the community would be the displacement of existing commercial establishments and residents. This impact would be mitigated through relocation assistance provided by Dade County HUD.

The long term productivity of the area would overshadow this short term adverse impact because of the following reasons:

1. The socio-economic and physical conditions of the community would be significantly enhanced;
2. The compatibility of the community with surrounding activity centers would be heightened;
3. Transit system patronage as well as safety and security of the riders would be increased;
4. Existing residents, businesses and property owners would be given the opportunity to participate in shaping the development plans of the community;
5. Existing residents would be given priority for relocating back into the community. Assisted housing would be available to facilitate this opportunity.
6. Current property owners and businesses would be given priority for locating back into the community as well as financially participating in the redevelopment of the area.

5.0 COMMENTS AND RESPONSES ON THE DRAFT ENVIRONMENTAL STATEMENT

INTRODUCTION

The circulation period for the Overtown Station Area Redevelopment Draft EIS began on August 7, 1981 and officially ended on September 21, 1981. Comments received after the official 45 day period however, have been considered and addressed in this Final EIS. A total of 7 commenting letters were received from federal and local agencies and concerned citizens. A public hearing on the issues addressed in the Draft EIS was held on September 8, 1981; afternoon and evening sessions were held at the City of Miami Administration Building, 275 N.W. 2 Street, Miami, Florida. The hearing was conducted by a Dade County appointed hearing officer. During the hearing, a total of 8 persons presented testimony. The transcript of the public hearing may be inspected at the Urban Mass Transportation Administration's offices in Washington, D.C. or, locally, at the Dade County Transportation Administration, 44 W. Flagler Street, Miami, Florida.

Responses to all substantive comments received are included in this chapter. Public hearing comments have been treated in the same fashion as concerns raised in commenting letters. Comments received and their respective responses have been categorized according to subject matter. Individual comments have not been reproduced in their entirety, however, special attention has been taken to represent the original comment as accurately and completely as possible. The source of the comment is identified in each case. Where necessary, the original material provided in the Draft EIS has been revised to reflect comments received during the review period. Changes in the text are identified by a vertical bar in the margin.

The following list identifies the agencies, organizations and private citizens who commented on the Overtown Station Area Redevelopment Draft Environmental Impact Statement during the document's review period.

Federal Agencies

U.S. Environmental Protection Agency - Region IV, Atlanta, Georgia (EPA)

U.S. Department of Housing and Urban Development - Jacksonville, Florida area office (USHUD)

U.S. Department of Transportation
Office of Civil Rights (DOT-CR)
Office of Environment and Safety (DOT-OES)

Local Agencies

Metropolitan Dade County Planning Department

Metropolitan Dade County Department of Environmental Resources
Management (DERM)

Individuals

Joseph A. Solla
Jackie Bell
Tom Post
David Balter
Kimberly Parker
Louis Fores

Bill Sawyer
Kenneth Jackson
Ted Bliss
William Lee
Andrew Johnson
R. Boyd

RESPONSES BY TOPIC

RELOCATION

Comment 1:

There are no guarantees that the anticipated available housing will coincide with displacements. This issue should be more thoroughly addressed in the Final EIS (EPA).

Comment 2:

There is a huge waiting list at the present time for public housing and for people being displaced by Metrorail. The housing needs of this project just cannot be met (Solla).

Response 1 & 2:

An updated and more detailed discussion on the availability of housing and timing of relocation requirements has been included in Section 4.2.2 of the Final EIS. This current assessment indicates that there will be an adequate supply of replacement housing in and around the Overtown area. The City's and County's policy to coordinate residential displacement with the availability of replacement housing in the Overtown area is stated in letters appearing in Section 4.2.2.

Comment 3:

There are no guarantees that displacees will have priority in the allocation of the programmed housing resources (EPA, Solla).

Response 3:

Residents of the four block area cannot be given special priority over persons displaced by Metrorail or other federally funded projects. Where public housing is concerned, eligible persons displaced by the Overtown redevelopment project will advance to the top of the public housing waiting list along with others who are displaced by public projects. Timing is the key consideration in successfully relocating the persons displaced by this project. There are no other public projects scheduled for the Overtown area to create additional demand for housing in and near the Overtown study area.

With Metrorail relocations completed by mid 1982 and taking into account the normal turnover rate in public housing, there should be a sufficient supply of public as well as private housing available at the time that this project is implemented.

Comment 4:

The Final EIS should update the assessment of available affordable housing and include a commitment to provide last resort housing, if necessary (DOT-OES).

Response 4:

Section 4.2.2 of the FEIS provides an updated assessment of available affordable housing in and near Overtown. Concerning the provision of Last Resort Housing, under Section 206 of the Uniform Relocation Assistance Act (42 USC 4601 et. seq.), it is stated that:

"If a Federal project cannot proceed to actual construction because comparable replacement sale or rental housing is not available, and the head of the Federal Agency determines that such housing cannot otherwise be made available he may take such action as is necessary or appropriate to provide such housing by use of funds authorized for such project.

No person shall be required to move from his dwelling on or after the effective date of this title, on account of any Federal project unless the Federal agency head is satisfied that replacement housing, in accordance with Section 205(c) (3), is available to such person."

It is not anticipated that last resort housing will be necessary because of the projected availability of housing resources and the City/County policy to time relocation activities with the availability of housing (refer to Section 4.2.2 for the letters from the City of Miami and Dade County). If, for unforeseen reasons, there should be a shortage of affordable relocation housing, an increase in the standard homeowner replacement payments and tenant rental assistance payments will be considered as a form of last resort housing.

Comment 5:

Under federal law, the City of Miami cannot promise that only black persons will be allowed to move back into this area (which is not all black now) any more than it could promise that only Latins or whites would be allowed first preference to move into the area (Solla).

Response 5:

Neither the City of Miami nor Dade County has made any such promise. It is a matter of policy, however, that displaced residents receive general housing priority and that people within a given neighborhood who are displaced have the first priority for housing resources available in that neighborhood. Reaffirming this policy is a letter included in Section 4.2.2 of the Final EIS from Dade County HUD.

Comment 6:

Once tenant replacement housing payments stop, many of the families will encounter severe hardship in meeting housing costs (DOT-CR).

Comment 7:

Addicting more than 500 people to further rent subsidy programs in a relocation effort would be totally counter-productive with a government revenue situation that can not meet current public housing needs (Solla).

Response 6 & 7:

It is the intention of the Relocation Plan to place persons in housing they can afford. Rent in publically assisted housing is determined based upon family income level. Relocation payments are used to cover moving expenses.

Moreover, to those who qualify, displacees will be given the choice of relocation to Section 8 or public housing or the receipt of said relocation payments to enable them to secure available private housing. It is, therefore, their option regarding eligibility for permanent public housing subsidy versus payments to assist in their transition to private market housing.

Comment 8:

In our opinion, the environmental impact considerations including those of displacement and relocation have been adequately addressed (Dade County Planning Department).

Response 8:

No response necessary.

Comment 9:

Regarding Table 4.2 which is an inventory of relocation needs of the residents, it should reflect the relocation needs by rental amount rather than by income range. The table should also reflect similar characteristics for elderly and handicapped persons in the study area (DOT-CR).

Response 9:

Information gained in the relocation survey indicates that eighty percent of the residents interviewed would qualify for public housing based upon income level. Therefore, there would be a direct correlation between their monthly rental payment and income. Once the project is further developed and relocation planning activities continue and are implemented, this type of information will be gathered.

Regarding assistance for the Elderly and Handicapped, federal regulations provide that a percentage of federally subsidized housing units

must be equipped to accommodate the handicapped. If the demand for said accommodations exceeds the current percentage, additional units can be retrofitted for elderly and handicapped usage.

Comment 10:

The majority of the residents expressed a preference to remain in the area. While the concentration of a large number of public housing units in the immediate area may be contrary to the community's desires and the City of Miami land use policies, consideration should also be given to proximity to place of employment and availability and mode of transportation in determining relocation of the displacees (EPA).

Response 10:

These considerations are included as a standard procedure in developing the Relocation Plan.

Comment 11:

The FEIS should reflect consideration of the likely problems of relocating the significant percentage of minority persons who reside in the project area. If potential problems are identified, the FEIS should include a commitment to measures which assure satisfactory relocation of the minority residents (US DOT, OES).

Response 11:

The Relocation Plan identifies relocation opportunities in Overtown and neighboring communities such as Allapattah, Wynwood, etc., where the ethnic composition is mixed but includes a significant percentage of blacks. Therefore, assimilation by relocated persons to these areas should be good.

DEVELOPMENT POLICY

Comment 12:

It should be made clear that private property owners in the project area will have the right to develop their property in accordance with the Overtown Station Area Redevelopment Plan rather than have their land condemned (Solla, Post, Fores).

Response 12:

As indicated in Section 4.3.3, it is the policy of the City of Miami and Dade County to provide private property owners the opportunity to develop in accordance with the plan prior to initiating land acquisition procedures.

Comment 13:

The redevelopment area is adjacent to three dynamic growth areas of the City of Miami -- the Downtown Government Center, the Central

Business District and Park West (which is being developed by the City of Miami and the Downtown Development Authority in conjunction with major development companies.) These three activity centers should be sufficient catalysts for private development in the study area without this project (Solla).

Response 13:

An analysis of alternatives for implementing redevelopment is discussed in Section 2.3. While redevelopment will eventually result from the All Private Redevelopment Alternative, the delayed timing for said redevelopment would not optimize the benefits which will be realized by the Public/Private Redevelopment Alternative. In the analysis of alternatives, it was determined that the mix of land uses would differ. The Public/Private Investment Alternative would assure that a residential component would be included in the redevelopment scheme. Moreover, the Public/Private Alternative will offer relocation benefits and assistance, whereas the All Private Alternative would not assist displaced residents in finding replacement housing.

Comment 14:

As an alternative to the blighted conditions which currently exist, the City of Miami could simply demolish abandoned structures as the primary public policy for the redevelopment of the area (Solla).

Response 14:

The demolition of structures is an element of the "no action" alternative which has been rejected in the alternatives analysis in Section 2.3 of the EIS.

Comment 15:

The State of Florida Industrial Revenue Bond Program, Florida Statute 159 and Tax Increment Financing Program, Florida Statute 190 are available to help finance the redevelopment area. New federal tax provisions provide substantial incentive for redevelopment of older buildings in the area which are possible candidates for redevelopment (Solla).

Response 15:

It has been the City of Miami policy to use tax increment financing to carry out the Park West project and the Overtown rehabilitation demonstration project in an area to the north of the Overtown Station Area Redevelopment project limits.

The physical condition of buildings within the project area and the high redevelopment potential makes redevelopment, rather than rehabilitation, the most desirable development policy in the four blocks adjacent to the Overtown Station.

The Industrial Revenue Bond Program are available to finance redevelopment. However, they can be used for financing commercial development but not for housing construction or rehabilitation. The City of Miami is currently seeking to finance the Overtown Hotel with Industrial Revenue Bonds.

REDEVELOPMENT COSTS

Comment 16:

Current property costs far exceed the \$6.9 million being sought in this grant and property values are rising every day. For example, recent HUD purchases in the same area, (i.e O'Neil's Furniture Store) were at prices in excess of \$50 a square foot. There is no need to spend government dollars for a program that is underfunded to begin with as development is occurring now through private enterprise (Solla).

Comment 17:

The money being sought is insufficient to cover costs for relocation activities and land acquisition (Post).

Response 16 & 17:

The \$6.9 million being sought is considered to be accurate, as some of the area will be developed directly by private enterprise. Dade County HUD indicates that the average fair market value for land which they have acquired in the Overtown Redevelopment Area is \$6.11 per square foot. The highest value has been appraised at \$7.16 per square foot and the lowest was \$5.75 per square foot. In the case O'Neil's Furniture Store the land was appraised at \$5.82 per square foot. The building, which is a four story warehouse and is considerably larger than most buildings in the area, was appraised at \$110,000. Thus, the combined per square foot value was \$45.81. Assuming a fair market value of \$6.11 per square foot, the amount of grant money solicited should be sufficient for the activities required to carry out the acquisition and relocation program. Furthermore, the \$6.9 million is a relatively small federal expenditure compared to the \$50 million in private investment in the study area which is expected to be stimulated.

Comment 18:

The Metrorail and People Mover systems are already over budget by more than one hundred million dollars and the money for the Overtown project should be put into the Metrorail project where it is severely needed (Solla).

Response 18:

The \$6.9 million will leverage significant private investment in the area as well as stimulate Metrorail patronage, enhance Metrorail system safety and security and heighten effectiveness of the system in terms of serving another activity center.

NOISE IMPACTS

Comment 19:

The Final EIS should provide a more detailed analysis of long term impact of the projected noise from Metrorail and the I-95 Expressway (EPA, DOT-OES).

Comment 20:

The subject property is bounded on the south by NW 5 and NW 6 Streets which are major arteries to and from the Port of Miami and the heavy truck traffic in these streets also adds noise to the area which does not make the subject property conducive to housing (Solla).

Response 19 & 20:

Section 3.3.3 presents an overview of noise generating activities in the area. The three primary sources are: Miami International Airport, I-95 and, in the future, the Metrorail System. Although the neighborhood is noisy due to its urban setting, it does not warrant that specific mitigating measures be implemented as part of the project.

U.S. HUD has specific guidelines for noise in terms of criteria for selecting their building locations. As they have recently funded the Lummus Park Manor (elderly, Section 8) project in an area which is a comparable distance from I-95, it appears that noise from this roadway should not be a major consideration. Moreover, DERM has not, in its review of the project, indicated that noise is a problem.

Noise impact from Metrorail is a function of distance from the system and the travel speed of the trains. The four block area is situated between 300 - 1200 feet from the Overtown Station. This distance, in combination with the fact that the train entering and leaving the station will be travelling less than 38 mph, it is projected the noise impacts upon the community will be negligible.

Traffic for the Port of Miami will have little impact upon the area as the primary access will be via N.W. 5 Street which is south of the study area. A new connector to the Port is planned between State Road 836 in the vicinity of N.W. 1 Avenue as part of the Southeast Overtown/Park West Community Redevelopment Plan.

CONSISTENCY WITH LOCAL PLANS

Comment 21:

As the local agency with the responsibility of A-95 Review of the project, it is determined that: 1) the activities described in the Draft EIS are consistent with the goals, objectives and policies of the Dade County Comprehensive Development Master Plan and 2) the activities are consistent with the City of Miami's Overtown Redevelopment Plan (Dade County Planning Department).

Response 21:

No response required.

WATER SUPPLY, WASTEWATER AND WATER MANAGEMENT

Comment 22:

The project lies within the service area of the Miami Dade Water and Sewer Authority (MD-WASA) and is serviced by a well developed water distribution system which is capable of supplying the demands created by the redevelopment project (DERM).

Response 22:

No response required.

Comment 23:

The project area is within the sewer service area of WASA. Ultimate sewage treatment and disposal is provided by a Central District Regional Wastewater Treatment Plant at Virginia Key. The proposed redevelopment will create a demand for additional plant capacity. Currently, the Virginia Key Plant is committed to 98% of its design capacity. The project will have to rely upon new wastewater treatment facilities. Improvements are underway which will provide additional capacity upon the completion of a new South District Regional Wastewater Plant at Black Point in early 1983 (DERM).

Response 23:

The Black Point facility will divert 25 million gallons per day from the Virginia Key plant, thus increasing the capacity at Virginia Key to accept the additional flow created by the redevelopment project.

Comment 24:

The project area is in Federal Flood Zone A-14 which requires a minimum finished floor elevation of 10 feet NGVD. The existing land elevation is approximately 10 feet NGVD which indicates that little, if any, fill will be required on the redevelopment project. Only those areas shown in the report to be approximately at elevation of 8 feet NGVD would require approximately 2 feet of fill to meet the required elevation. The area is such that there should be no difficulty in providing adequate on-site drainage for the standard 10 year design conditions (DERM).

Response 24:

At the time development plans are prepared, the developers will be advised of these flood criteria constraints and design will take these criteria into account.

CONSTRUCTION IMPACTS

Comments 25:

To minimize the (short term) impacts of construction, we urge conformance to mitigation measures for air quality and noise as mandated by Dade County and City of Miami Codes (EPA).

Response 25:

Both the City of Miami and Dade County include requirements for mitigation of construction impacts in their Codes. Chapter 36-3 of the City of Miami Code delineates noise requirements for construction equipment. Article IV Section 38 of the City's Comprehensive Zoning Ordinance addresses nuisances. Chapter 33 of the South Florida Building Code specifies requirements for demolition activities to mitigate air pollution (i.e. fugitive dust). Chapter 24 of the Dade County Code specifies requirements for air pollution abatement practices during construction. All construction activity must conform with applicable City and County codes.

CONCERN OVER DELAYS IN UNDERTAKING THE PROJECT

Comment 26:

With continually increasing costs of construction and interest rates, delays in implementing the redevelopment process will adversely affect prospective developers (Bell).

Response 26:

Public sector funds can be committed once the EIS process is completed.

EQUITY PARTICIPATION

Comment 27:

Two-thirds of the land in the project area is owned by blacks. What indications are there that they will be willing and able to participate in the redevelopment of the area (Bliss).

Response 27:

The City of Miami has contacted all black property owners to inform them of this development opportunity. Several have indicated interest. They will be provided with technical assistance from the City and the County in order to facilitate their participation.

Comment 28:

Can you provide some details with respect to the concept of equity participation? (Balter).

Response 28:

Section 4.3.3 of the Final EIS provides an indepth analysis of this subject. Section 4.3.4 addresses current efforts on the part of local government and future options for assistance in this area.

REQUEST FOR MORE INFORMATION ON THE PROJECT

Comment 29:

Individuals from the Culmer Youth Outreach Program attended the public hearing on September 8, 1981. They expressed an interest in learning more about the project and about what would happen to residents in the four block area who would be displaced by the proposed development (K. Jackson, W. Lee, A. Johnson, R. Boyd).

Response 29:

The City of Miami Overtown Redevelopment Coordinator made a special presentation to the Culmer Youth Outreach Program which is comprised of young people from the neighborhood. A complete overview of the project was given and the members were given the opportunity to express their feelings.

Comment 30:

What is the timeframe for the project (Sawyer).

Response 30:

Once the Final EIS is completed and funding is received from the federal government, a time frame for land acquisition and redevelopment can be projected.

COMMENTERS WHO MADE STATEMENTS IN SUPPORT OF THE PROJECT
FOR WHICH NO RESPONSES WERE NECESSARY:

J. Bell
K. Parker
T. Bliss

LIST OF RECIPIENTS

FEDERAL AGENCIES

Department of Transportation, Office of the Secretary, Washington, D.C.

Department of Transportation, Regional Representative of the Secretary,
Atlanta, Georgia

Environmental Protection Agency, Office of Environmental Review,
Washington, D.C.

Environmental Protection Agency, Environmental Impact Statement Branch,
Atlanta, Georgia

Department of Housing and Urban Development, Environmental Office,
Jacksonville, Florida

Department of Health and Human Services, Atlanta, Georgia

Department of Commerce, Economic Development Administration, Office
of Special Projects, Washington, D.C.

Small Business Administration, Coral Gables, Florida

STATE AGENCIES

Department of Transportation

Department of Environmental Regulation

Department of Administration, Division of State Planning

Department of Community Affairs

Department of Legal Affairs

REGIONAL AND LOCAL AGENCIES AND ORGANIZATIONS

South Florida Regional Planning Council

Dade County Department of Environmental Resources Management

Dade County Planning Department

Dade County Department of Community and Economic Development

Dade County Public Works Department

Dade County Department of Traffic and Transportation

Dade County Department of Housing and Urban Development
Miami Dade Water and Sewer Authority
City of Miami Planning Department
City of Miami Public Works Department
City of Miami Department of Community Development
City of Miami Trade and Commerce Department
City of Miami Office of the City Manager
Miami Downtown Development Authority
Downtown Miami Business Association
Overtown Economic Development Corporation
New Washington Heights Community Development Conference
Urban League of Greater Miami
Sierra Club of Miami
Dade County League of Cities
League of Women Voters, Dade County
Greater Miami Chamber of Commerce
Miami-Dade Chamber of Commerce
Miami Board of Realtors
Miami Dade Public Library System - Main Library
Miami Dade Public Library System - Dixie Park Branch
National Association for the Advancement of Colored People

LIST OF PREPARERS

Edward R. Fleischman
Acting Director, Office of Program Analysis
Urban Mass Transportation Administration

John Barber
Acting Chief, Planning and Analysis Division
Office of Program Analysis
Urban Mass Transportation Administration

Abbe Marner
Environmental Protection Specialist
Planning and Analysis Division
Office of Program Analysis
Urban Mass Transportation Administration

Jim Reid
Acting Assistant City Manager
City of Miami, Florida

Jack Luft
Planner II
City of Miami Planning Department

Linda Kelly
Overtown Redevelopment Coordinator
Office of the City Manager
City of Miami

Nick Chickillo
Relocation Officer
Planning and Urban Development Division
Dade County Department of Housing and Urban Development

Donald Kirk
Assistant Director
Planning and Urban Development Division
Dade County Department of Housing and Urban Development

Lennox Griffith
Economic Development
Office of the Director
Dade County Community Action Agency

Robin M. Sobrino
Principal Planner
Transit System Development Division
Dade County Office of Transportation Administration

INDEX

Air Quality: 3-13, 4-34 through 4-35

All Private Investment Alternative: 2-1, 2-9, 2-9 through 2-11

Construction Impacts: 4-36 through 4-37, 5-10

Cultural Resources: 3-16

Displacements: 4-7 through 4-21

Economic and Fiscal Impacts: 4-23 through 4-25

Employment and Income: 3-11

Employment Opportunities: 4-25 through 4-29

Energy: 4-33 through 4-34

Environmental Design: 4-3 through 4-6

Floodplains: 3-13, 4-35 through 4-36

Geology: 3-12

Groundwater: 3-12

Land Use - Existing: 3-1

Land Use - Plans and Policies: 3-1 through 3-11, 4-1 through 4-3, 5-8
through 5-9

No Action Alternative: 2-1, 2-3, 2-10 through 2-11

Noise: 3-13, 4-35, 5-8

Oversight Mechanism: 4-32 through 4-33

Overtown Metrorail Station: 1-1, 4-3, 4-21 through 4-23

Overtown Redevelopment Plan: 1-1

Overtown Station Area Redevelopment: 4-3 through 4-6, 5-5 through
5-7, 5-10 through 5-11

Population: 3-11

Public/Private Investment Alternative: 2-1 through 2-3, 2-7, 2-10
through 2-11

Public Revenue Benefits: 4-23 through 4-25

Relocation: 4-8 through 4-21, 5-2 through 5-5

Social Impacts: 4-7 through 4-21

Social Services: 3-11

Socio-economic Characteristics: 3-11, 4-9 through 4-10

Soils: 3-12

Surface Water Quality: 3-13

Water Quality Impacts: 4-35 through 4-36, 5-9

Zoning: 3-1 through 3-6, 4-1 through 4-3

DOT LIBRARY



00399308